GOVERNMENT OF ORISSA

AT WORK

WORK OF THE CONGRESS MINISTRY

From 19th July 1938 to 31st March 1939.

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AT WORK

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HONOURABLE SRI NITYANANDA KANUNGO	Minister—Revenue, Development and Public Works Department.
HONOURABLE SRI BODHRAM DUBE ...	Minister—Law, Commerce and Labour, Local Self-Government and Education.
HONOURABLE SRI MUKUNDA PRASAD DAS...	Speaker.
SRI NANDAKISHORE DAS, M.A. ...	Deputy Speaker.
SRI JAGANNATH MISRA, B.A., B.L. ...	Parliamentary Secretary—Home, Revenue, Development and Public Works Department.
SRI RAJAKRUSHNA BOSE	Parliamentary Secretary—Education, Law, Commerce and Labour and Local Self-Government.
SRI JADUMANI MANGARAJ	Parliamentary Secretary—Finance and Publicity.

Work of the Congress Ministry, from 19th July 1938 to 31st March 1939.

CHAPTER I.

Finance Department.

FINANCIAL POSITION OF ORISSA.

The financial position of Orissa can be properly gauged in comparison with that of the other provinces in India. The following is an excerpt from page 18 of the report of Sir Otto Niemeyer who has very carefully compiled the figures from official reports and accounts :—

	Population.	Revenue.	Expenditure.
	(In millions.)	(In crores.)	
Madras	44·0	15·90	15·90
Bombay	18·0	12·04	12·03
Bengal	50·1	11·49	11·91
U. P.	48·4	11·71	12·45
Punjab	23·6	10·80	10·78
C. P.	15·3	4·81	4·90
Bihar	32·4	4·70	4·82
Assam	8·6	2·37	3·00
N.-W. F. P.	2·4	1·70	1·80
Orissa	8·3	1·63	1·63
Sindh	3·9	3·13	3·13

It emerges from the above figures that Orissa with practically the same population as Assam, with more than double the population of Sindh and 3½ times the population of the Frontier Province, is left with the minimum income including subvention from the Government of India. Subvention given to Sindh, if capitalised, brings by way of interest more than the subvention granted to Orissa. The first Budget introduced before the Orissa Advisory Council in May 1936 was, in the words of the Chief Secretary to the Government of Orissa, "framed as far as possible on the basis of established expenditure". Proceeding he said that "the Budget was then examined by the Government of India who considered that the estimated Revenue could be raised by about one lakh mainly on account

of excise". Regarding new schemes the financial statement laid down that they "could not be taken into account, since they should be financed as and when Orissa could find money for its own to pay" (vide pages 8 and 9 of the proceedings of Orissa Advisory Council of 8th May 1936). The conference of financial representatives held in Simla from 5th to 7th August 1936 records in paragraph 2 at page 43 of its proceedings the following regarding the Province of Orissa: "In fact new schemes were cut out from the Budget by the Government of India".

Treasury accounts clearly prove that nearly one lakh of rupees overestimated under the head of income under "Excise" was never realised. Thus in the first year of its existence, the province started with a deficit Budget. To sum up the financial position of Orissa as revealed in the Budget of 1936—

(1) the Budget was a deficit one by one lakh of rupees,

(2) the Budget provided only for established expenditure,

(3) the finances were too tight to provide for any new scheme of nation-building activity,

(4) the means left open to meet the demands of such new schemes was eventually additional taxation.

With a Budget such as this having no provision for new schemes except only for established expenditure, the Ministry undertook the administration of the province in July 1937. The areas constituting the new Orissa Province were the object of neglect for over a century and a quarter. Wants of a new province are similar to the growing needs of a child. Conditions of development under such circumstances are trying. In the first place the taxable capacity of the people is at its lowest ebb. Further taxation becomes difficult without first increasing the taxable capacity. Secondly, the possibilities of further grants by the Centre to provinces have been bolted and barred under section 142 of the Government of India Act. Thirdly, the grant of provincial share from income-tax is to depend on the income from railways. Under a financial adjustment such as this made by Sir Otto Niemeyer leaving the flexible sources of revenue on the Government of India and more than half the revenue for military expenditure the position of Orissa as a new province can be well imagined. The only possible courses therefore left open to Orissa were retrenchment and economy, for which all possible attempts are now being made having due regard to an efficient administration.

No new taxation has been imposed in course of these two years. On the other hand irrigation cess on Orissa Coast Canal System has been reduced by 25 per cent and grazing fees by 50 per cent. Local bodies in North Orissa are required, with compensation from Government to make elementary education free in the schools under

their direct management. Activities of Floods and Drainage Division and the Flood Committee also cost Government about a lakh of rupees annually. The following table shows an increased expenditure on nation-building activities :—

—	Basic expenditures as per O'Donnel Committee.	Actuals for the year 1936-37.	Budget for 1939-40.	Excess allotment in 1939-40 over column 2.
1	2	3	4	5
		(In lakhs of rupees).		
1. Education ...	25·67	25·50	27·05	1·38
2. Medical ...	6·43	7·90	9·13	2·70
3. Public Health ...	1·87	2·00	2·93	1·06
4. Agriculture. and	} 2·92 {	1·02	2·32	} 2·48
Veterinary.		89	1·15	
5. Co-operative ...		1·12	1·99	
6. Industries ...	1·28	1·46	2·78	1·50

The policy of prohibition has reduced the income under Excise very substantially. Programme of prevention of floods in Orissa means a heavy annual expenditure since 1937 which is growing from year to year. Such activities are financed from the centre in countries like England and United States of America, but here it is thrown on the provinces. Government have enunciated a definite policy for irrigation and it is expected that the drawing up of the irrigation programme may land the Government on a recurring expenditure of about a lakh of rupees per annum. Development of salt industry is really the work of the Centre. Provincial Government had to undertake this heavy responsibility with no aid, up till now, from the Government of India. A provision of Rs. 5 lakhs has been made for village development. All these became possible by a process of prudent economy and retrenchment out of finances of a province which could find little for new schemes in 1936.

There was a time when the closing balance for 1938-39 was apprehended to be a deficit one. The March final accounts have belied these apprehensions. The Budget for 1939-40 was a deficit by Rs. 1·22 lakhs in the sense that the treasury balance of Rs. 9 lakhs was reduced to Rs. 7·78 lakhs. Rehabilitation of the co-operative movement puts the Government into an additional recurring expenditure of about Rs. 90,000 though only Rs. 50,000 is required for the current year. All these are to be met by a severe course of retrenchment and economy which is being undertaken.

Retrenchment and Economy.

It is difficult to effect dra stic retrenchment in the case of a province which is newly created. Government, however, appointed a Retrenchment Committee towards the end of 1937. The committee were given the fullest freedom to make suggestions regarding retrenchment and economy in all possible directions. The allowance for railway fare and road mileage of all officers have been appreciably reduced. The scales of pays of officers have also been reduced to a considerable extent. The Government of India Act prevents any reduction in the pay and allowances of the members of the All-India Services. Protection is also provided in the Act for other officers who are already in service and are confirmed. The result is that reduction of pay can be effected only in case of new officers. Orissa having been newly created the number of new officers is quite large. Government have introduced the new scales of pay from 1st April 1936, although these reductions have been generally introduced in other provinces from the date of inauguration of Provincial Atonomy. Circulars have been issued to all Heads of Departments to effect the utmost economy in all matters including stationery. The difference between the maxima of the old and the revised scales of pay given below explains the extent of reduction :—

	Maximum of the old scale.	Maximum of the revised scale.
	Rs.	Rs.
1. Deputy Collectors	850	600
2. Sub-Deputy Collectors	300	235
3. Munsifs	580	425
4. Sub-Judges	700	600
5. Education Service, II, Senior ...	700	500

Similarly the following shows the reduction in travelling allowance :—

	Old rate.	Revised rate.
1. All-India Officers	8 annas road mileage ...	6 annas road mileage.
2. Provincial Service Officers ...	Pay above Rs. 600, 8 annas road mileage.	Pay Rs. 750 and above, 6 annas.
3. Subordinate Service Officers ...	Pay above Rs. 150 and less than Rs. 600, 4 annas road mileage.	Pay Rs. 200 and below Rs. 750, 4 annas; below Rs. 200, 2 annas.

Railway fare on tour and transfer was previously allowed at $1\frac{3}{5}$ and 3 fares respectively. This has been reduced to $1\frac{1}{2}$ on tour and 2 fares on transfer.

As a result of this economy and retrenchment in various directions Government have been able to spend more money in nation-building departments than what was spent in the year 1936. The

fact that this has been done without any additional taxation is also to be taken into account. (The difference in expenditure in these nation-building activities in 1936 and 1939 is given on page 3.)

SECRETARIAT REORGANISATION.

Soon after the assumption of office the Congress Ministry felt the need of reorganising the Secretariat. A committee was appointed to examine the method of work in the Secretariat as laid down in the Secretariat Instructions and the distribution of the work among the Departments and to make recommendations for improvement. The report of the Committee was published and discussed and approved by the Legislative Assembly. The Province of Orissa had a remarkably smaller staff at the time of its creation than at present. The following table shows the difference :—

Statement showing the number of officers and assistants of the Civil Secretariat on 1st April 1936 and 1939.

Name of year.	Number of Secretaries.	Number of Assistant Secretaries.	Number of permanent upper division assistants.	Number of permanent lower division assistants.
1	2	3	4	5
1936	4 ...	4 ...	20 including 4 Head Assistants.	25 (excluding P.W.D. figures).
1939	5 including 1 temporary and 2 Under-Secretaries.	4 including 1 temporary.	31 including 6 Head Assistants.	36 (excluding P.W.D. figures).

From the report of the Secretariat Reorganisation Committee it was clear that the staff in the Secretariat could not be reduced and that the existing staff was being overworked. The result was the expansion of the Secretariat with additional cost. Post of a new Secretary was created and is reserved for an officer of Provincial Service as against the Indian Civil Service. Assistants in the Secretariat are appointed by the Secretaries from a list of candidates approved by a Selection Board through examinations. To make the Secretariat efficient Government have ordered that no non-graduate should be taken as assistant. As a result of the recommendations of the committee an intermediate grade has been created in place of two grades to effect economy without loss of efficiency. A separate department called the Development Department has been constituted to give greater attention to nation-building activities like Industries, Agriculture, Veterinary and Co-operation.

GOVERNMENT PRESS.

A press office with a Press and a Press Officer was started soon after the inauguration of the province. The following table shows the expenditure over the Press for the last three years under different heads:—

Year.	Press proper.	Plants and Stores.	Forms.	Stationery and others.	Total.
1	2	3	4	5	6
	Rs.	Rs.	Rs.	Rs.	Rs.
1936-37 ...	39,476	29,188	53,423	53,517	1,75,604
1937-38 ...	56,176	69,912	95,869	74,190	2,96,147
1938-39 ...	65,746	28,542	89,512	64,215	2,48,015

The Congress Ministry soon realised that the Press was going without a set of rules and without proper accounting and stock-taking. A Press Committee was constituted to put the whole thing in proper order by framing a set of rules and to check the growing expenditure as also to see how far retrenchment could be possible. The stock of the Press was verified by the Press Committee and they visited the presses of the Government of Bengal, the Government of India and the Government of Bihar in Calcutta, Patna and Gaya to obtain information relating to the working of other Government Presses. Government of Orissa have been contributing nearly a lakh of rupees to the Government of Bihar and the Government of Madras for purchase of forms. Government propose to unify the forms of North and South Orissa and a Special Officer is working in this direction. It is also proposed to have a Forms Press run on up-to-date lines to carry on the work within the contribution that they have been giving. Recommendations of the Press Committee are awaited on these items.

APPROPRIATION AND FINANCE ACCOUNTS.

The Appropriation Accounts of 1937-38 and the Audit Report thereon and the Finance Accounts of 1937-38 and the Audit Report thereon were placed before the Legislative Assembly on the 14th February 1939.

CHAPTER II.

Home Department.

GENERAL ADMINISTRATION.

Orissa was constituted a separate Province on 1st April 1936 with the districts from two different provinces governed under local regulations, Acts and rules and under different systems of administrations and land tenures. Even the forms and returns were different. Earnest attempt is being made to unify the different systems. Special officers are appointed to work up this unification so far as possible. Figures are given below showing the strength of the cadre of Sub-Deputy and Deputy Collectors now and on the date of separation.

		April 1936.	April 1939.
(*a*) Deputy Collectors	...	50	43
(*b*) Sub-Deputy Collectors	...	31	76

The above figures show that there has been an increase in the number of officers substituting Sub-Deputy Collectors in certain places where Deputy Collectors were previously employed. It has to be realised that the cadre of Deputy Collectors also include Assistant Secretaries in the Secretariat as also those who are on special duty in committees. The Secretariat had a small staff in 1936. To make the Secretariat efficient and active the Congress Government appointed the Secretariat Reorganisation Committee. On their recommendations a temporary post of a new Secretary was created with the full approval of the Assembly. The Government also decided to reserve this not for the Indian Civil Service but for a member of the Provincial Civil Service. With a view to effect economy the post of selection grade Deputy Collector was not filled up. Direct recruitment of Deputy Collectors was substituted by a system of recruitment of Sub-Deputy Collectors partially through direct appointment and partially through promotion. This change of procedure has provided more openings for children of the soil to get into gazetted posts, at the same time making it possible even for clerks of merit and capacity to aspire for a better and bigger career. In cases of short vacancies Government have been posting Deputy Collectors in "reserved" posts with a view to encouraging officers of the Provincial Civil Service. The Revenue Commissioner's office has been reorganised and the post of the Personal Assistant converted into that of Secretary to the Revenue Commissioner.

As a result of this policy officers of the Provincial Civil Service and the subordinate Civil Service consisting of both Deputy Collectors and Sub-Deputy Collectors find a greater scope for promotion provided the officers are honest and efficient. Keeping in view the agitation in the districts, Government have issued instructions to recruit people of the district in all clerical and menial establishment within the district.

Heads of some Departments have been also advised to encourage recruitment of Harijans and hill-tribes. Similar orders have also been issued for recruitment of hill-men in the districts of Koraput and Ganjam.

It should however be borne in mind that whatever be the policy of Government the Public Service Commission, under the Government of India Act, 1935, is always consulted in the recruitment of officers required by Government. There is a Joint Public Service Commission for the provinces of Central Provinces, Bihar and Orissa. They recommend officers for appointment and the recommendations of the Public Service Commission are being generally followed.

A joint cadre for All-India Services has been created with Bihar. The result is, Government have to get their officers from Bihar which cannot be as satisfactory as it could be.

CHAUKIDARI SYSTEM.

In fulfilment of the promise held out by the Hon'ble Prime Minister of Orissa in the Legislative Assembly on the resolution regarding suspension of chaukidari tax, a committee was appointed to enquire into the working of the village police system. The committee was required to make recommendations specially on the question whether any change was necessary in the existing method of assessment of chaukidari tax and was also asked to consider the effect of any modification of such tax on the franchise for the Legislative Assembly. Among other terms of reference the principal items were whether the incidence of chaukidari tax can be made more equitable and what measures can be adopted to avoid inequalities; whether a unified system of cash payment should be introduced and service lands where they exist should be resumed or *vice versa*; whether zamindars had any responsibility to maintain an establishment of chaukidars within their zamindaris; whether the number of chaukidars could be reduced and their pay raised; whether the president or panchyats should be elected by vote and whether the systems prevalent in different parts of North Orissa can be unified. The committee enquired into the details laid down in the terms of reference and have submitted their report which has been published. The recommendations of the committee are under examination. The opinion of the public has been invited and is awaited.

MINORITY COMMUNITIES.

The question of minority communities is always uppermost in the minds of the present Ministry. The Muslims form a small minority of about two per cent in the province. Their representation in the services is more than their proportionate share. In matters of services the Government have adhered to their declared policy that all communities should be treated as members of a joint family—each community constituting a branch of the same family-tree. Having taken up this position, Government have seen that the minority communities are

allowed full scope and all encouragement is being given to the minority communities in the different parts of the province.

OFFICIAL RELATIONS WITH THE PUBLIC.

Government are taking definite steps to make, as far as possible, the relations of public servants with the public more pleasant and sympathetic than before.

Collectors and Subdivisional Officers have been instructed to tour in the mufassals more and more, come in closer contact with the people, try to understand their difficulties and attempt a solution so far as possible. They are further required to hear the representations of the members of the Legislative Assembly and make necessary enquiries. Government have issued a circular to all offices and courts to open punctually at 10-30 A.M. so that the clients and their lawyers may not be put to inconvenience.

OUTLYING ORIYA TRACTS AND ORIYAS OUTSIDE ORISSA.

The question of Oriya areas lying outside the province of Orissa has been engaging the anxious consideration of the Government. They are fully aware of the fact that public opinion in the country desires and also demands the inclusion of outlying Oriya tracts left in the provinces ot Madras, Bengal, Behar and the Central Provinces. This has been evident from the fact that on the very day the Legislative Assembly met, this feeling was strongly expressed. The first Budget presented by the Hon'ble the Prime Minister deplored the exclusion of these areas. Since then all possible attempts under the existing circumstances have been directed towards this end. All educational institutions have been thrown open to the people of the outlying Oriya tracts. Even in services no distinction has been observed for recruitment and there is no restriction for them in the matter of recruitment to the Secretariat and to other offices of Government. The Government of Orissa have approached the other Provincial Governments in cases of serious inconvenience to the Oriya-speaking people of such provinces. The Bihar Government was approached on particular occasions. The Government of Madras, on a request from the Government of Orissa, rescinded their order and allowed the Oriya language to be used in certain registration offices in the district of Vizagapatam. Similarly when the teaching of Oriya was withdrawn from the Jamshedpur schools the manager of the Tatas was approached and the order was rescinded.

The Legislative Assembly of Orissa passed the following resolution:—

> "This Assembly resolves to request the Government to communicate the wishes of this House to the Right Hon'ble the Secretary of State for India to take immediate steps for the inclusion of all the excluded Oriya-speaking areas lying in the provinces of Bengal, Bihar, the Central Provinces and Berar and Madras in this province".

Government are taking necessary steps to approach the Government of India requesting the latter to transmit to the Secretary of State a copy of the above resolution. The deep sense of disappointment of the people of this province at the non-inclusion of such tracts with Orissa at the time of its creation on the 1st April 1936 will thus be brought to the notice of His Majesty's Government.

POLICE.

The Government of India Act confers special powers on the Provincial Governors. The Police represents order and the Department is controlled by the officers of the All-India Police Service. Formerly the Provincial Police Service officers used to be directly recruited to the extent of 50 per cent but Government have modified this and have allowed 66⅔ per cent to be reserved for promotion leaving only 33⅓ per cent for direct recruitment. Such a change of policy throws open the door for a greater percentage of promotion and provides a greater scope even for a sub-inspector of police to rise up to a listed post, provided he is honest and efficient.

Administration of Railway Police.—The Bengal-Nagpur Railway Police from Howrah within the province of Bengal and also in certain areas within the province of Bihar, have been placed under the jurisdiction of this Government. The Railway Police are given strict instructions to attend to the convenience of passengers and not to play the role of ticket checkers. Strict watch is kept over accidental deaths in railways and the Railway Company .is frequently approached to construct more level crossings and to put better enclosures in station premises so as to prevent accidents and casualties of men and domestic animals.

Improving the morale of the Police.—A special rule is provided in the Police Manual instructing police officers to move freely with the people and to behave with absolute decency in the performance of their duties. With a view to improve their conditions, more quarters are being provided for police constables as an encouragement to live with their families. Police officers are being instructed to avoid the use of force in getting confessions from undertrial prisoners and to treat them properly. Cases of corruption and maltreatment of the police are enquired into promptly and dealt with severely.

Steps taken to improve efficiency.—The principle of recruiting illiterate constables is being abandoned and the question of fixing their minimum educational qualification is under consideration. The minimum limit of measurement for chest and height of the constables has been raised so that persons with better physique and greater efficiency may be recruited as constables and sub-inspectors. Such men will be more helpful to the people in times of breaches of peace. A training school for constables has been started at Angul where constables are being trained. The Parliamentary Secretary and

the Inspector-General are now being asked to make recommendations regarding the improvement of instructions to be imparted in the institution.

House searches, leg shackles and ropes.—Government have been always watchful to see that the police behave decently while performing their arduous duties as useful servants of the public and that the treatment of criminals becomes more humane and reasonable. An important provision made in the rules is that while searching houses, officers of the Police Department should exercise proper caution. It has been impressed on the Police that the use of leg shackles and ropes should be confined to cases of violent prisoners or men who have escaped from custody before. These rules are being brought into force shortly.

Backward tribes in Police services.—Government are ever alert to allow all possible facilities and extend all privileges for improving the condition of the "scheduled castes" or "backward tribes". Preferential treatment towards the backward tribes for appointment as constables has been made an additional feature in the revised Police Manual. The Inspector-General of Police was specially instructed last year to condone the excess in age of suitable candidates from the scheduled castes or backward tribes who might have applied for appointment as sub-inspectors of police.

Poisons Act.—Unification of rules under the Poisons Act of 1919 for the province of Orissa is contemplated and the rules are now under examination.

THE CRIMINAL TRIBES OF ORISSA.

There are three principal criminal tribes in Orissa, namely, the *Pans* of Cuttack, the *Dandasis* of Ganjam and the *Dombs* of Koraput. The following steps have been taken for ameliorating their condition :—

(1) *The Pans of Cuttack.*—Relaxation of rules under Criminal Tribes Act is being considered by the District authorities with a view to permit a greater measure of freedom and steps are being taken to educate their children in village schools.

(2) *The Dandasis of Ganjam.*—Orders have been issued that their position should be reviewed annually with a view to relaxation of rules. The present policy is of progressive release of the members from the operation of the Act.

(3) *The Dombs of Koraput.*—The Partially-Excluded Areas Committee has been requested to examine the condition of members of this tribe. *Their* recommendations are awaited.

PARTIALLY-EXCLUDED AREAS.

In the course of his reply to the comments on the administration of the backward tracts of this province made during general discussion

of the Budget for 1937-38 in the Orissa Legislative Assembly, the Hon'ble Prime Minister assured the members that Government would have an examination made of the special regulations in force in those areas. Accordingly a committee was appointed with Mr. A. V. Thakkar of the Harijan Sevak Sangha as the Chairman. The committee are required to examine the laws, regulations and rules which govern the administration of the partially-excluded areas of the province and make recommendations for the repeal, amendment, or any additions to the laws and rules. They will also examine to what extent regulations and rules applicable to other parts of the province are in force in these areas and make necessary recommendations for any further extension or change. They are also to examine the system of administration in these areas and recommend improvement. They will recommend any special measures which may be necessary in the interest of the aborigines of these areas with particular reference to public health, medical aid and education and the cost thereof. One of the most important items is the enquiry into the abuses of *bethi* and *beghari* and suggestion of means by which they may be abolished. The extent to which representative institutions may be introduced in matters of local administration is also within the purview of the Committee. The Committee have toured in the Koraput district and the Ganjam maliahs and have made a sifting enquiry into these details, collecting materials.

AGITATION IN THE STATES.

Agitation in several neighbouring States of Orissa engaged the serious attention of Government. As the agitation was becoming serious, the Resident, Eastern States, sought the help of the Provincial Government in the following matters :—

(1) the aid of the Provincial Police Force for the preservation of law and order in the Ranpur State ;

(2) to enforce the States Protection Act in Orissa to control agitation within the province in favour of State subjects;

(3) to control the newspapers publishing anything against States' administration.

The Government of Orissa expressed inability to co-operate with the Rulers of the State unless reasonable grievances of the States' subjects were considered. A large number of refugees from States, and specially from Talcher, Dhenkanal, Athgarh, Ranpur and Khandpara, took shelter in the province of Orissa. The refugees from Talcher alone numbered about 30,000 at one stage. The continuous presence of thousands of refugees under trying circumstances for months together put Government to considerable expense and inconvenience. Government had to spend money specially for the refugees from Talcher and Dhenkanal States in Angul in order to improve sanitary conditions, and to provide water facilities, and they had also to provide work by starting construction of some public works, such as

roads, tanks and wells. As the rains set in, the responsibility of Government increased. A sum of Rs. 3,250 was sanctioned for construction of sheds for some of these refugees. A further grant of Rs. 5,000 was also spent in test works near the refugee camps providing relief to the poor and helpless refugses. Added to this, Government granted all possible aid to Congress workers, workers of the Gandhi Seva Sangha and also workers of the Marwari Relief Society who were working for ameliorating the conditions of these refugees. The Gandhi Seva Sangh with aid from Government opened spinning, weaving, cottage industry and literacy centres in these camps. The medical staff at Angul was also utilised for the refugees' camps.

CHAPTER III.

Revenue Department.

TENANCY LEGISLATION.

Beneficial measures in the Orissa Tenancy Amendment Act.—Soon after the assumption of office the Ministry introduced an amending Bill of the Orissa Tenancy Act in September 1937 to solve some of the outstanding difficulties of the raiyats. The non-transferability of raiyati holdings was a great drawback in North Orissa by which a handle had been given to the landlord to put the raiyat to unnecessary harassment. Interest at the rate of 12½ per cent was charged on all arrears of rent and raiyats had restricted rights on the trees of their holdings. The law was altered to the following effect:—

(1) Full right of transfer of holding was given to the raiyat without any interference from the landholder and without any payment of mutation fee.

(2) Interest on arrear rent was reduced from 12½ per cent to 6 per cent.

(3) The ownership of all trees, planted after the amending law came into force, vested in the raiyats and of trees now standing on the raiyati holding, the landlord being given the right only in cases where the possession had been specifically registered in the settlement record.

(4) Severe penalty was provided for the landlord or his agents for illegal exactions.

The Orissa Tenancy (Amending) Act of 1938 is now in full operation. A Special Officer has been appointed to make further amendments.

The Madras Estates Land (Orissa Amending) Bill.—The Madras Estates Land (Orissa Amending) Bill of 1937 has thoroughly overhauled the Madras Estates Land Act which has been in operation in South Orissa. The Bill was passed in the Orissa Legislative Assembly in 1938. It will immensely benefit the raiyat as it lays down that in all zamindaris in South Orissa the zamindari raiyat will not pay as before half the total gross produce of his land as rent. He will pay to the land-holder as much as the raiyat in Government taluks pay to Government plus an addition of two annas only per rupee. This Bill is reserved by His Excellency

the Governor of Orissa and awaits assent of His Excellency the Governor-General.

The Inams Bill.—The Inams Bill is still in the Select Committee stage. It proposes to confer occupancy rights on tenants of all whole Inam villages except Agraharams.

An Act has been passed in the March session of the Assembly (Orissa Act I of 1939) extending the protection given to the tenants of the whole Inam villages up to 1st April 1940.

The Sambalpur Tenancy Regulation.—Another tenancy law in this small province of Orissa is the Central Provinces Tenancy Act which is applicable to Sambalpur. The Act has become stale without any change for the last 54 years. Government appointed the Sambalpur Land Laws Committee consisting of some members of the Legislative Assembly and a few others to enquire into this question. The committee drew up an elaborate questionnaire and took evidences. Government propose to take up legislation soon after the report of the committee is received.

Survey and Settlement.

In North Orissa in all zamindari areas tenants generally pay cash rent and all their lands are settled. In South Orissa, however, the position is different. Here the land-holders generally take produce rent with the exception of a few cases where cash rent is paid. There is a provision in the Estates Land Act for survey and preparation of record-of-rights. This is done under Chapter XI, on application either from raiyats or from land-holders. Any party who applies has, however, to deposit a sum of Rs. 2 per acre for expenses. The raiyat in his turn is not always in a position to advance money for these operations. So estates in the southern districts pay mainly produce rents. To do away with this antiquated system that puts the tenant at the mercy of the land-holder Government themselves sanctioned survey operations to be conducted in the unsurveyed estates. Preparation of record-of-rights and settlement of rents were also taken up in estates which had been already surveyed. This was a voluntary measure taken up without any application from the raiyat. Government sanctioned in 1938-39 a sum of Rs. 98,000 towards these expenses as advance to be realised afterwards both from land-holders and raiyats, under the Estates Land Act. Definite steps have thus been taken to enable the southern districts to pay cash rents in due course instead of produce rents. Government undertook these measures soon after the passing of the Estates Land Bill in 1938 with a view to hasten up the survey and record-of-rights operations, thus ensuring full benefits to be derived by the raiyat from the new Act which confers raiyatwari rates in estate lands without loss of time.

In Ganjam district re-settlement operations were due in the taluks of Ghumsur, Surada, Berhampur and Chatrapur. Government realised that it was not prudent at present to put the raiyats to expenses. To avoid settlement operations and as a matter of course enhancement of rents, it was decided to keep them in abeyance for a period of five years.

Court of Wards Act.

Two Court of Wards Acts are now in operation—the Madras and the Bihar and Orissa Acts. The Bihar and Orissa Act does not vest Government with enough powers necessary to assume control of estates if and when required. Unification of both the Acts was taken up and the preparation of the Bill is almost complete to be shortly introduced in the Assembly.

Rent Remissions and Relief Measures.

Uniformity in the remission of rent.—Government are painfully aware of the fact that South Orissa is very often subject to drought while North Orissa to flood. Permanently-settled estates have no liability to remit rents even during the year of distress. But in the temporarily-settled estates and Khasmahal areas, remission of rent under similar circumstances is granted as a matter of course. With a view to effect uniformity in both the areas Government contemplate to take to legislation for allowing remission of rent also in permanently-settled areas. The matter is under consideration of Government.

Seasonal remissions in Ganjam district.—A severe cyclone swept over the coastal areas of the Ganjam district in 1938-39. To add to this there was also a marked shortage in the collection of rent. In the areas affected by the cyclone Government sanctioned money both for immediate relief and for construction of houses. To effect further remedies a conference of the Revenue Officers met at Berhampur in October 1938 and Subdivisional Officers were instructed to collect correct data regarding the outturn of crops both in zamindari and raiyatwari tracts. Instructions were also issued that village officers should state the correct outturn of crops and Revenue Inspectors, Tahsildars and Revenue Divisional Officers were directed to check the work properly. The survey was undertaken to enable Government for the assessment of remission necessary under the circumstances. Under the Madras Boards Standing Orders prevailing in the area the land yielding a crop below 2 annas of the normal yield is only entitled for remission of rent and that partial remission should be given if any other crop is raised even in such fields. Government decided that the yield of 2 annas be doubled and raised to 4 annas or 25 per cent so that the raiyat may get proper remission and that raising of other crops should not stand on the way of getting full remission. The latter measure enabled the raiyats to get some income from their fields by growing *rabi* crops as there was a failure of paddy.

Under the Madras Boards Standing Orders remission is not allowed on rain-fed lands. But as a special measure, Government granted remission even on these for the year. Accordingly a total remission of assessment was granted on all raiyatwari registered wet lands throughout the district of Ganjam and also on rain-fed and dry lands with paddy as the main crop in the entire raiyatwari area of the Chatrapur Division and in the Berhampur taluk having an yield below one-fourth of the normal produce.

The Mohiri-hill villages in the Berhampur taluk were likewise granted a total remission of assessment on all raiyatwari lands (wet, dry and rain-fed) irrespective of such lands being held by a Khond or non-Khond.

The total of the remission granted amounted to Rs. 40,065. The questions of remission of the assessment on the dry and rain-fed lands in the Ghumsur Division and the water-cess on the dry and rain-fed lands in the zamindari and non-zamindari areas and remission of assessment on the Sevai Jama cultivation in Mohiri villages for which proposals were received from the Collector are receiving due consideration from Government.

Relief measures in Puri and Ganjam districts.—During 1938 an amount of Rs. 9,500 for the Parikud area of Puri district and Rs. 3,500 for the district of Ganjam were granted for relief operations to compensate losses caused by drought and cyclone. It was found that the people of Gunupur taluk in the district of Koraput suffered heavily owing to flood. A sum of Rs. 1,000 was granted to that area for building the houses destroyed by flood. A sum of Rs. 1,000 was also granted for the purpose of opening two paddy-husking centres at Parikud. The amount was sent by Hon'ble Sri Nityananda Kanungo, the Hon'ble Minister of Revenue, on behalf of the Orissa Flood Relief Fund, to the Collector of Puri.

In the next half of the period under review a sum of Rs. 12,635 was sanctioned for the district of Puri on the 24th February 1939 for relief and test work in the Krishnaprasad area. This was followed by a further grant of Rs. 1,070 on 22nd March 1939 for water-supply project in the Kakatpur police-station in Puri district. The grant for Kakatpur was made specifically to sink 13 new earthen ring wells at the rate of Rs. 60 per well and to excavate a tank at village Chhuriana *samil* Anakana with an estimated cost of Rs. 290. Moreover a sum of Rs. 7,000 was sanctioned for the District of Ganjam for test work in the Palur area and relief work in North Ganjam.

The whole of Parikud and Malud areas consisting of 96 villages were so severely affected by the cyclone of 1938 that the damage to crops varied from 10 to 14 annas. The total number of houses affected was 905 of which 153 houses collapsed. In addition to the

distribution of taccavi loan amounting to Rs. 24,844 the measures of relief adopted there and the amounts actually spent out of the sums mentioned above may be put together as follows :—

	Rs.
(1) Amount distributed for reconstruction of houses damaged by cyclone.	4,500
(2) Gratuitous relief	6,162
(3) Test works	2,573
(4) Paddy-husking centres ...	793

Grain golas were started to supply paddy within easy reach of the people and to check profiteering. Fifty-seven tanks were filled in with salt water and 44 of them were dewatered at a total cost of Rs. 1,289. The remaining tanks were cleared by the people themselves. Test works were opened by Government as well as the District Board of Puri with 17,366 and 10,907 workers respectively.

FACILITIES FOR PAYMENT OF RENT.

To his disadvantage the tenant in the raiyatwari tracts of Ganjam district was called upon to pay the first instalment of rent in the month of December when the paddy crop was full in the field and the subsequent instalments in January, February and March. The period of Kistbandi was enhanced in 1938 and fixed in the months of January, February, March and April to suit the convenience of raiyats. Similar changes were affected also in Angul the time being altered from November, January and March to January, February and March The question is also under examination for the district of Jeypore. The raiyats of Jeypore estate are labouring under the difficulty of paying rents by or before Dassarah. Government consider to fix a convenient time by agreeing to reshuffle the dates of Peshkush and cesses payable by the Maharaja of Jeypore.

MINOR IRRIGATION AND TANK REPAIRS.

An allotment of Rs. 15,000 was sanctioned to be placed at the disposal of the District Officers of Ganjam, Sambalpur and Cuttack for the specific purpose of repairs of the tanks in the districts of Ganjam, Sambalpur and in Angul subdivision.

Repairs of the Parikud Ring-Bund.—The Ring-Bund belonging to the Raja of Parikud in Puri district was in a very bad condition and danger was apprehended from inrush of saline tidal water of the lake into the paddy fields during summer and flood water during rains. So an allotment of Rs. 3,000 out of the total grant of Rs. 10,000 was placed at the disposal of the Collector of Puri for repairs to the Ring-Bund and the Collector was requested to come up for further grant.

CHAPTER IV.

Law, Commerce and Labour Department.

PORTS IN ORISSA.

It is the earnest desire of Government to utilise the coast-lines of Orissa by opening up ports to facilitate commercial and industrial ventures. But want of resources have not yet made it possible to undertake any big scheme. Necessary steps are however taken to reorganise and to bring about an improvement of existing ports.

Revision of Gopalpur Port Rules.—In pursuance of the previous arrangement the boatmen working at the port of Gopalpur were not under the control of Government. It was found that the hiring of their boats depended on the mercy of the steamer agents and the rates given to boatmen by the contractors was lower than what it should be. So, the boatmen in their turn extorted money from the passengers specially belonging to lower and cooly classes. As soon as Government were convinced of this, the rules for the port were forthwith revised bringing all boatmen within Government control. These rules laid strict injunctions according to which all boatmen get hire in rotation under supervision of the Government Tyndal appointed for the purpose. The rate of hire was also enhanced with a view to put a stop to the objectionable practice of extortion from passengers. Action has been thus taken to ensure a proper return to boatmen and save the ordinary passengers from harassment.

Revenue of Dhamra port.—The Orissa Port Regulation of 1937 was enacted to enhance revenue of the port at Dhamra (Chandbali). The dues on merchandise imported and exported from the port were prescribed under the regulation and came into force from the 1st August 1938.

The maintenance of this port always touched the provincial revenue as it was never a paying concern. Government have however converted it into a paying concern by effecting economy in the cost of maintenance.

Balasore port.—Government ordered that a marine survey of the Burabalanga river and its approaches be taken up to explore possibilities of a port in Balasore. The survey has been completed. Its result as to the practicability of maintaining a navigable channel is reported to be favourable. A scheme recommending the opening of a port has been received and its financial aspect is being examined.

Jail Reforms.

Introduction of reforms by overhauling the jail administration was taken up by the Congress Ministry since its assumption of office. They have kept in view the fact that the jails should ultimately be turned into reformatories and training grounds for all convicts. As the process requires time and thought Government have appointed a Standing Committee for the purpose.

Health of undertrials.—South Orissa is governed by the Madras Jail Manual while North Orissa by the Bihar and Orissa Jail Manual. The Madras Jail Manual now in force in South Orissa provides optional work for undertrial prisoners. But in North Orissa the Bihar and Orissa Jail Manual provides for such prisoners compulsory working exercise for more than one hour in the morning and one hour in the evening under advice of the Superintendent and Medical Officers. With a view to keep undertrials in good health and to effect uniformity in procedure Government have ordered a combined provision to be followed in all jails and sub-jails.

Among other reforms introduced in jails, distinction such as 'A', 'B' and 'C' classes have been abolished in case of political prisoners. All such prisoners have been classed as 'A' with all the privileges granted to prisoners of similar category except the item of food. The humiliating practice of 'Sirkar Salam' has been abolished. 'Ghani' worked by prisoners is no longer in use. Better food, clothings and beds have been provided for all prisoners. Iron utensils have been replaced by brass and aluminium ones.

Non-official visitors of jails.—The minimum numbers of non-official visitors for district jails and sub-jails under the rules in force were respectively three and two. This was revised and orders issued to the effect that the minimum number be increased by two in case of district jails and by one in case of sub-jails; and that at least two of such visitors in district jails and one in sub-jails should be the members of the Orissa Legislative Assembly.

Condemned prisoners.—In North Orissa whenever condemned prisoners are executed in jail the Police Department were required to supply a guard of not less than 12 men armed with muskets and buckshot of catridges. They mustered in front of the gallows to repulse any attempts of rescue. The practice appeared unnecessary and was given up. This duty is ordered to be performed by warders.

Spinning in the jails.—A spinning instructor has been appointed in the Cuttack Jail on an experimental basis to train up prisoners in spinning. Government intend to extend the training to the district jails also if the experiment proves a success.

By the introduction of spinning, it is contemplated to make the jails self-sufficient with regard to clothing instead of any purchase of mill yarn from outside. Small industries have been started in jails to enable prisoners for taking up such industries after release and earn their livelihood.

Whipping.—Restrictions have been imposed on whipping in jails. Government have issued instructions that whipping shall not be inflicted except under exceptional circumstances and without previous permission of the Provincial Government. But in case of emergency orders for such punishment may be issued by the Inspector-General of Prisons in consultation with Government.

Cleanliness for prisoners.—Shaving of heads, beards and moustaches of ordinary prisoners, if and when they desire, is allowed for sake of cleanliness and the rules have been revised accordingly.

Unification of Jail Codes.—The unification of Bihar and Orissa and Madras Jail Codes is in progress. In the Cuttack Jail gramophone and a loud-speaker have been provided for recreation of the prisoners. Hand-fans are supplied to prisoners during summer to relieve themselves from extreme heat.

INTRODUCTION OF KHADI AND SWADESHI.

So far as textile articles required by Government are concerned, purchase of Khadi is invariably emphasised next to the products of jails and the department of industries. The intention is to purchase pure Khadi to help the solution of the question of unemployment in the rural areas. A circular was accordingly issued in 1937. To make the point clear Government again issued revised instructions in March 1939 that Khadi must be purchased next to jail products of this province, and that from nowhere except the All-India Spinners' Association. In the event of insufficient supply from this source any other Swadeshi cloth is recommended for purchasers.

The above circular also enjoins swadeshi articles to be purchased for all requirements of Government. In case the article required is not manufactured in India, a note to this effect has to be recorded by the Head of the Department concerned before any foreign article is purchased.

DEVELOPMENT OF SALT INDUSTRY.

It has been stated in the previous report that a committee for the investigation of the development of salt industry in Orissa was formed. The committee submitted their report in the month of October 1938. It was duly examined and with a view to start the industry in the earliest possible opportunity in Astrang in Puri district, Pandit Jagannath Misra, Parliamentary Secretary, was requested to give details of Astrang factory as well as of various other factories proposed to be started at different places of the province. To help Pandit Misra, the services of Sri Rabindra Kumar Das, a member of the committee, were

placed at his disposal for four months. Budgets for three years, viz., 1938-39, 1939-40, 1940-41, amounting to Rs. 1,901-8-0, Rs. 31,254-4-0, an Rs. 25,835 respectively for running the factory at Astrang, were submitted with a map of the factory site. It was proposed to begin the work towards the middle of March 1939. So a supplementary demand for Rs. 1,900 was made in the Assembly. In the meantime, the Central Government was approached to accord permission to the Provincial Government for manufacture of salt. Lands for the factory, as they were under local zamindars, were proposed to be taken on temporary lease pending acquisition by Government, as the said acquisition proceedings were to take a longer time. But the zamindars did not agree to lease out the lands and so, the work could not be started in the year 1938-39.

Steps are, however, being taken to begin salt culture in the year 1939-40.

Judicial Branch.

Legislation has been undertaken for unification of court-fees throughout the province of Orissa and the Bill is now before the Select Committee The Bill gives relief also in North Orissa to litigants in case of all pronote suits below Rs. 500.

The Orissa Legislative Assembly.

During the period under report the third session of the Orissa Legislative Assembly met from 29th August 1938 to 16th February 1939. In this session 351 questions were admitted and 155 replies were given.

Committees.—Besides others the following important committees have been formed in connection with the Orissa Legislative Assembly:—

(1) A Standing Rule Committee was constituted by a resolution passed on 29th August 1938 in the Assembly. A comparative study of the rules of the different provincial legislature so far available is being made with a view to suggest improvement in the Orissa Assembly Rules.

(2) The Committee of Privileges was constituted by a resolution adopted in the Assembly on 29th August 1938. The question of enacting legislation regarding the privileges of the members of the Assembly is being considered by the Committee.

(3) The Library Committee was appointed by the Hon'ble Speaker on 3rd September 1937 to suggest what books are to be purchased for the Assembly Library and also to consider suggestions, if any, made by other members. A set of rules regarding borrowing, etc., of books from the Assembly Library has been made and circulated amongst all concerned.

(4) The House Committee was appointed by the Hon'ble the Speaker on 28th July 1937 to consider and advise upon matters connected with the comfort and convenience of the members of the Assembly.

CHAPTER V.

Development Department.

Agriculture.

Subsidised farms.—Improvement of agriculture being the key-note of prosperity of the masses Government have kept in view a reorientation of the existing primitive methods of cultivation. To introduce modern methods it has been decided to start a number of subsidised farms without concentrating all activities at one or two centres as before. The following figures show the number of subsidised farms started in different districts :—

Districts.	Number of subsidised farm.
Cuttack...	12
Balasore	5
Puri ...	3
Sambalpur	5
Ganjam...	6

In one of the subsidised farms in Ganjam mixed farming is being tried to ascertain the suitable smallest unit for the average cultivator. The main idea of opening subsidised farms is to teach agriculturists the up-to-date methods of cultivation and rotation of crops it being too expensive to start experimental farms in each taluk or subdivision. Government found by this the best means for making available to the cultivator technical aid, certain seeds free, and other seeds at the market rates. Some other concessions were also extended to the agriculturist possessing a compact area of 5 acres of land and proposing to carry on agricultural operation and rotation of crops under instructions of the agricultural department. By so doing the agriculturist gets the benefit of improved methods of cultivation as also facilities to cultivate new crops. So he sets an example to be emulated by the villagers in the neighbourhood.

Fruit cultivation.—The extension and improvement of fruit cultivation continued to receive special attention. By November 1938 grafts and seedlings as noted below were available to the public for purchase at different Government Farms and other specified places :—

Mango grafts	3,000
Guava grafts	4,000
Lemon grafts	3,550
Rose apple grafts	100
Sylhet orange seedlings	2,000
Parlakimedi orange seedlings	10,000
Sapato grafts	350

The prices varied from 5 to 2 annas per graft or seedling. Later, as a further incentive to sale, the prices were reduced by half. Leaflets in Oriya containing simple instructions for planting of grafts and seedlings were given to purchasers.

Arrangements have been made for the training of an Oriya agricultural graduate in horticulture in England to remove the want of a fruit specialist in the department. In the meantime proposal for the appointment of a fruit specialist for a fixed period is under consideration.

Citrus fruit research.—The Imperial Council of Agricultural Research has sanctioned a grant to start a citrus fruit research station at Sambalpur which is expected to work next year. The research is intended to improve the quality of fruits as also to investigate whether fruits purchased from the other provinces and outside India could be produced in this province.

Cocoanut, coffee and cinchona.—To improve the economic condition of the cultivators in the areas of the Puri district liable to floods a scheme was prepared with a view to introduce cocoanut cultivation in those places. Seedlings were distributed free to serve as experiments and Kamdars helped in planting them. The distribution was as follows:—

Police-stations.	No.
Kakatpur	440
Brahmagiri	210
Krishnaprasad	300

200 seedlings were also supplied free to the Secretary, Peasants Association, Krishnaprasad, for free distribution.

Government decided to continue the scheme for raising cocoanut seedlings at the Puri Farm on a reduced scale on an estimated cost of Rs. 800 during 1939-40.

Coffee and cinchona experiments were carried out and it has been found that quinine produced from cinchona will not only be sufficient for consumption in Orissa, but also be sold outside the province. Hon'ble the Prime Minister has appealed for the formation of a coffee syndicate in the Koraput district.

Vegetables and special crops.—Particular attention was given to extend the cultivation of the following vegetables and special crops:—

Packets of cauliflower seeds priced at 4 annas, 2 annas and 1 anna each were prepared and supplied to all agricultural overseers for sale to cultivators. Leaflets in Oriya containing instructions for cultivation were distributed free to the purchasers.

Towards improvement of jute cultivation.—Government were aware of the fact that jute in Orissa is poor due to late sowing of the

crop and its cultivation in the Kendrapara area was rapidly deteriorating. With a view to extend further jute cultivation and also to improve the quality, it was considered necessary to provide water in order to make early sowing possible. Sanction was accorded on an experimental measure for three years, from 1st April 1940 to make canal water in the Kendrapara canal system available for irrigation and improvement of jute cultivation from 1st April to 15th May at a considerably reduced rate of eight annas only in place of Rs. 2 per acre.

The Indian Central Jute Committee sanctioned the scheme for co-operative marketing of jute in Orissa on an experimental basis for two years, and agreed to meet the entire cost of the scheme during the period. The area under jute cultivation was surveyed in August to October 1938 and it was found that the area had increased from 11,912 acres to 24,932 acres. Proposal for a scheme of co-operative marketing of jute in Kendrapara are now under consideration of Government.

Three potato crops in the year.—There is at present one potato crop being raised in Orissa which is harvested in the month of December. It is sufficient to meet the needs of the people for about 4 or 5 months. Orissa has to depend for the rest of the year on potatoes imported from other places like Darjeeling and Burma. Government wanted to fight against this tendency. With this end in view experiments were started in various parts of the province and specially in Koraput, Baliguda and Udayagiri agencies for raising a second and third potato crop in the year. The experiment at Koraput has proved successful.

54 maunds of potal roots with leaflets in Oriya describing the method of cultivation were distributed free. Demonstration of 20 maunds seed potatoes was carried out in Baliguda subdivision and in Koraput district. In other parts of the province demonstration was held with 122 maunds of seed potatoes.

The cultivation of cotton was demonstrated on an extensive scale with over 38 maunds of seeds, 9¼ maunds of seeds being supplied to the Utkal Branch of the All-India Spinners' Association.

On the recommendation of the Provincial Development Committee Agriculture and Forest Departments were directed to investigate into the problems of soil erosion.

Government have deputed four students for training in the course of Bachelor in Agriculture in the Agriculture Colleges at Nagpur and Coimbatore. A selected officer has been awarded a stipend of £ 300 a year for three years for a course of study in higher agriculture at the Cambridge University.

A chemist was appointed for the Agricultural Department and he is now receiving special post-graduate training at the Imperial Institute of Agricultural Research.

The following schemes approved by the Imperial Council of Agricultural Research are already in operation:—

I. Sugarcane research.—The Imperial Council of Agricultural Research has extended the research on sugarcane insects and pests to Orissa and a station will be established at Banki for the purpose. The programme of work will be as follows:—

(1) The relative importance of various species of borers and their seasonal incidence.

(2) The collection at immature stages of various species for morphological study and for breeding with a view to be able to differentiate borers in the field.

(3) Survey of indigenous natural enemies.

(4) Observations on the influence of cultural methods on the incidence of borers

(5) Influence of weather conditions on the populations of borers.

II. Rice Research Scheme.—The Rice Research Scheme in Orissa was started with a sum of Rs. 70,500 obtained from the Imperial Council of Agricultural Research to be spread over three years and conducted in different parts of the province including two sub-stations at Berhampur and Jeypore. The Government of Orissa provided funds for the initial equipment and buildings at Cuttack and certain recurring charges for the purpose. The Maharaja of Jeypore provided land and contributed half of the total expenditure of the Rice Research Sub-Station at Jeypore. Physiological work is being carried out at the Ravenshaw College Botanical Laboratory. Study of the morphological and agricultural characters of over 700 types of winter paddies isolated at the Cuttack Station was continued. As the result of yield trials a number of types in different classes of paddy, yielding 15 to 30 per cent higher than the standard varieties have been selected Fine types of medium and late maturity, a dozen types of salt resistant and various flood and drought resistant types of paddy are found exceedingly successful for particular soil conditions in different parts of the province.

III. Scheme for improving agricultural marketing in Orissa.—There is a Joint Agricultural Marketing Organisation for both the provinces of Bihar and Orissa. The staff consists of one Senior Marketing Officer and four Junior Officers, one of the Junior Officers being exclusively for Orissa while the other officers work jointly for both the provinces.

The agricultural condition in the two provinces being very often different joint treatment of the two provinces would not do justice to either. So the necessity of an independent marketing survey staff for Orissa was emphasised on the Imperial Council of Agricultural Research and steps were taken to have an independent Marketing Organisation for Orissa.

The following schemes already submitted to the Imperial Council of Agricultural Research are awaiting decision:—

	Rs.
(1) Tobacco Research Scheme (for a period of 3 years) for a flue curing tobacco research station in the Koraput district.	5,550
(2) Sugarcane Seedling Scheme (for a period of 5 years) to open a sugarcane seedling testing sub-station at Cuttack.	20,000
(3) Turmeric Research Scheme (for a period of 3 years). The scheme aims at improving turmeric cultivation in the Baliguda agency of the Ganjam district where it is grown as a principal crop by the Khond. It is estimated that in 1936 the crop represented a value of Rs. 10,00,000.	4,701
(4) Scheme for mixed farming (for a period of 4 years) in about 7 acres of land to raise sufficient fodder for maintaining two bullocks and two cows being the minimum requirement of an average cultivator.	4,320
(5) Sand Flora Scheme or the scheme of experiment in the cultivation of fodder on the sea beach at Puri (for a period of 3 years).	9,865

CO-OPERATIVE MOVEMENT.

The Co-operative movement in North Orissa had deteriorated. Government were anxious to rehabilitate the movement and consequently Dewan Bahadur K. D. Mudaliar was requested to investigate the condition of the movement and make recommendations for its reorganisation. The recommendations of the Dewan Bahadur are under the consideration of Government.

The question of bifurcation of the Bihar and Orissa Provincial Co-operative Bank which had been pending since 1936 was finally settled in a conference of the representatives of the Governments of Bihar and Orissa held in August 1938. The Hon'ble Minister, Development; Sri Jagannath Misra, Parliamentary Secretary; the Director of Development and the Deputy Registrar, Co-operative Societies, Orissa represented the Government of Orissa at the conference. The decisions of the conference were accepted by the Central Co-operative Banks of North Orissa. The Government of Orissa will pay on behalf of the Central Banks a sum of Rs. 3,75,000 in eight equal annual instalments free of interest to the Provincial Co-operative Bank at Patna through the Bihar Government in full settlement of the dues of the Central Banks.

Land Mortgage Bank.—Government subscribed shares of the Land Mortgage Bank to the value of Rs. 25,000 and also obtained the vote of the Legislative Assembly to a loan of Rs. 1,00,000 to be granted to the Bank for carrying on its business at the initial stage. Subsidies of Rs. 5,300 for 1938-39 and Rs. 8,000 for each of the two subsequent years have been also sanctioned by Government. The services of an expert from Madras have been requisitioned for training the staff of the Land Mortgage Bank. The work is being conducted very cautiously on a sound basis in canal irrigated areas of Ganjam and Cuttack.

Co-operative Training Institute.—A scheme was sanctioned for a co-operative training institute in Orissa at a cost of Rs. 51,196. The superintendent and lecturer who had been deputed to the Gurudaspur Co-operative Training Class in the Punjab for receiving preliminary training, returned and made arrangements to open the institution. The Government of India will pay Rs. 44,041 and the balance will be paid by the Government of Orissa.

Grain golas.—A sum of Rs. 2,000 was sanctioned as subsidy for construction of Co-operative grain golas in the Sambalpur district. The post of a Junior Inspector for supervising the work of these golas in the Nawapara subdivision of the district has been sanctioned. A proposal for the purchase of cane crushers through the Central Banks to be hired to members of Co-operative Societies at cheap rates is under the consideration of Government.

Veterinary.

The system of veterinary administration in the province has been unified by the introduction of the Bihar and Orissa Veterinary Manual, 1924 and the fixation of a uniform scale of pay for the veterinary department throughout the whole province.

The veterinary investigation officer received a higher training at Mukteswar and he is now engaged in research on several obscure cattle diseases. Accommodation for experimental treatment of diseases has been constructed in the compound of the office of the Assistant Director of Veterinary Services at Cuttack. The Imperial Council of Agricultural Research has undertaken at the instance of Government an investigation into the indigenous system of treatment of cattle diseases. A prize of Rs. 100 for a small book in Oriya on cattle welfare and first aid to cattle has been announced to meet the primary needs of villagers. To keep cattle in good health Government sanctioned the training of a further batch of 20 stock men during 1939-40. A proposal for establishment of a central cattle farm is under consideration. The nucleus has been formed with 24 cows and one bull of the Hariana breed at the Cuttack agricultural farm. The animal husbandry scheme was extended for a further period of one year with effect from the 1st April 1939. Three stipends tenable for three years at the Bihar Veterinary College for Oriya students have been granted. The deputation of three more

students (two stipendiaries on Rs. 20 a month and one non-stipendiary) to the Bihar Veterinary College for training in Veterinary science has been sanctioned.

To stimulate public interest in improved cattle-breeding and cultivation of fodder crops Government have promised assistance to *Gosalas* on their registration and this is likely to have satisfactory results.

THE UTKAL GO-MANGAL SAMITY.

The Utkal Go-Mangal Samity has, as its name signifies, undertaken the work of improving the cattle. Government have sanctioned a non-recurring grant of Rs. 10,000 and an annual recurring grant of Rs. 5,000 to this Samity. A further grant of Rs. 1,500 annually has been sanctioned for cattle show at village centres. Eight cattle shows have been held in rural areas such as Ghoradia and Khurda in the Puri district, Ichhapur and Luchapada in the districts of Cuttack and Ganjam respectively and also in Sambalpur to encourage the people for keeping good and healthy cattle.

The scheme for appointment of a Veterinary Investigating Officer for Orissa has been actuated up to 31st March 1940. The Investigating Officer is required to carry on the investigation which was started in 1938 and make a complete survey of the existing disease conditions of the cattle.

A pedigree bull was purchased from the Punjab Government Cattle Farm at Hissar with a view to improve the stock of cattle farm at Cuttack. Bikanir rams were purchased for improving the breed of the sheep in the province. Flocks of sheep are maintained at the Cuttack and Balia farms.

The subordinate staff of the Department was given practical training in the cultivation of fodder crops, in making silage and compost at the Cuttack and Sambalpur agricultural farms in batches. Demonstrations in these in the rural areas is now a part of their normal duties.

INDUSTRY.

Improvement of the rural population being an important item in the programme of the Congress Ministry their foremost thought was bestowed on the cottage industries.

The All-India Village Industries Association with financial assistance from Government has set up the Madhusudan Village Industries Institute at Cuttack where students are trained in hand-spinning, weaving, calico printing, pottery, paddy-husking, oil-pressing and paper-making. The scheme for the establishment of a demonstration match factory attached to this institute has been sanctioned. The factory is expected to start work from the first week of July 1939.

Grants for the Association to impart training at different centres in manufacturing date-palm and palmyra *gur* were renewed. Another grant was made for demonstrating the use of improved *ghani* and paddy-husking implements in villages and for a survey of the cottage industries of the province. Particular attention has been paid to improve village indigenous industries such as poultry, slate industry, basket-making, mat-making, coir-making, philigri works, smithy, bell-metal, carpentry, and also the indigenous treatment of Ayurveda and salt industry which maintain the non-agriculturist population in the villages.

A scheme for a survey of clay deposits suitable for manufacture of pottery is under consideration of Government.

Poultry farming has been taken up as a lucrative business. Flocks of leghorn are being raised in the Cuttack and Angul agricultural farms for introduction in the country.

Textile section.—The textile section was strengthened by the appointment of a textile expert to supervise the peripatetic weaving and dyeing demonstration parties which were sanctioned last year. The revised scheme of the Orissa Handloom Marketing Organisation aimed at dealing with only handspun yarn. The All-India Spinners' Association under this scheme functioned both as the supplier of yarn and agent for sale of manufactured fabrics.

A subsidy was sanctioned for the All-India Spinners' Association to give impetus to the production of Khaddar. Grants were made to encourage ericulture and tassar rearing in the province.

Stipends for training in different industries.—Sanction of stipends have been accorded for training in oil pressing and paper making at the Wardha Training Institute, for match manufacture at the Sodepur Khadi Pratisthan, for basket making at the Shelter Industrial School, Cuttack, and for tanning at Bari. Two students have received training in the improved methods of fish curing at the Government fish curing yards at Tanur. One student has joined the Madras Fishery Department for training in fisheries in general. Creation of a few stipends at the Calcutta Government School of Art, and at the Harcourt Butler Technological Institute, Cawnpore, for training in commercial art and clay modelling, soap making and carpentry, is under consideration of Government.

Two stipends for training of Savara boys in the Maharaja's Industrial School, Parlakimedi, have already been sanctioned.

The following amounts were paid out of the discretionary grants of the Hon'ble Ministers:—

		Rs.
(1)	For the Industrial Exhibition on the Ravenshaw College Commemoration Day.	200
(2)	To the Shelter Industrial School, Cuttack ...	100

	Rs.
(3) For training in soap making in Kerala Soap Institute, Calcutta.	200
(4) To the Cottage Industries Institute, Kendrapara	100
(5) For training in Metallurgy at the Benares Hindu University.	500

A Board of Industries was constituted under the State Aid to Industries Act to advise the Director of Development on technical work and work to be undertaken by the Department of Industries.

A tanning demonstration party has been established to give demonstrations in the improved methods of flaying, curing and tanning.

A small scheme on an experimental measure is being worked to manufacture baskets of artistic design from Kaincha grass which is found in abundance as a weed in the districts of Balasore and Cuttack.

A beginning of a museum of arts and crafts of Orissa has been made in the office of the Development Department. Representative articles have been sent to the Lord Reay Industrial Museum at Poona and the All-India Cottage Industries Museum in New Delhi.

BIOLOGICAL INVESTIGATION IN THE CHILKA LAKE FISHERY.

A scheme for investigation in the Chilka Lake fishery is under the consideration of Government and an application for funds has been made to the Imperial Council of Agricultural Research. The scheme is spread over a period of two years and involves a recurring expenditure of Rs. 17,000 in 1939-40 and Rs 18,500 in 1940-41 and a non-recurring expenditure of Rs. 46,000 in round figures.

An extensive field for natural fishery, the Chilka Lake is a great source of wealth, the potentiality of which is still to be explored. The lake has an area of 344 sq. miles in dry weather and 450 sq. miles during the rains. The average depth is 5 to 6 feet. It was in the second decade of the present century that a market in Calcutta both for fresh and cured fish from the Chilka began to grow. The commercial species are about 11 in number. The export of fish in 1937 was Rs. 71,366 mds. representing an estimated value of Rs. 7 lakhs. A faunistic survey of the lake was taken up by the Zoological Survey of India, but it was confined to studies on the composition of the fauna and did not, except to a very limited extent, deal with the seasonal variations in the fauna. It is suggested that detailed qualitative statistics in regard to the actual quantities and kinds of fish captured in the lake should be collected. Investigation will be carried in regard to the distribution of the fishes in the different parts of the lake in different seasons, specially in the region near the mouth of Chilka. Prawn being an important element of commercial fish of the lake

observation is to be made regarding the various species and their relative numbers at different seasons of the year, the breeding and other aspects of their life-history.

Rural Uplift.

With the object of improving sanitation, communication and prosperity of the villages, Government provided a permanent fund of Rs. 5 lakhs for this purpose. This is an additional fund over and above the Government of India's grant of Rs. 4 lakhs available for the purpose as specified in their instructions. Government are, therefore, considering to find an agency which would give undivided attention to this aspect of work and bring about an all-round improvement of the rural area.

Efficient administration depends on a network of organised villages each connected with the other by ties of social amity and economic interdependence. The recommendations of the Chaukidari Committee will give a definite lead in the direction of village administration.

CHAPTER VI.

Public Works Department.

FLOOD PROBLEM.

Orissa's flood problem has been an ever pressing one and requires constant and continuous investigation until the menace is completely brought under control. But it is an age-old problem and the Flood Advisory Committee of Orissa correctly observes : "In an agricultural tract like the Orissa delta only partial relief and not complete relief should be aimed at, the success of such relief being tested by the ability and the rapidity with which the farmers can rehabilitate themselves after an occasional crop loss".

The Orissa Flood Advisory Committee.—Government have taken up this great problem with the utmost care and seriousness that it deserves. Soon after the assumption of office by the present Ministry Sir M. Visvesvaraya, K.C.I.E., the eminent Consulting Engineer, through the efforts of Mahatma Gandhi, put his services at the disposal of Government in 1937 free of any cost. He submitted a preliminary report indicating the lines on which Government should proceed so that the best results could be obtained He also suggested that the flood problem could not be tackled without any heavy expenditure which was too early to forecast until an extensive preliminary investigation has been made. He recommended the formation of a Board of Engineers who would suggest schemes and scrutinise the projects which would be necessary in the course of handling this problem. Government have accepted the advice of Sir M. Visvesvaraya and accordingly appointed the Orissa Flood Advisory Committee with Rajasevasakta M. G. Rangaiya, B.A., B.E., M. Am., A.E , F. F. Sc., Chief Engineer of Mysore Public Works Department (retired), Mr. C. C. Inglis, C. I. E., B. A. I., M. Inst., C. E., Director of Central Irrigation and Hydro-dynamic Research Station, Poona, and the Chief Engineer of Orissa Mr. A. Vipan, C. I. E., M. Inst., C. E. The Committee held their first meeting from 16th to 23rd August 1938 and again they met from 7th January to 23rd January 1939.

During the latter period they made extensive tours visiting certain flood-affected areas. They also examined the river and drainage courses and submitted an Interim Report which has been published and is now under consideration. Two young Oriya Engineers are placed under the Committee for getting themselves trained in this work.

The Floods and Drainage Division.—Government created the Floods and Drainage Division with the former Secretary to the Orissa Flood Committee of 1928 as Executive Engineer to carry on the various works of investigation required by the Orissa Flood Advisory Committee

in their Interim Report of January 1939. This Division is practically at the disposal of the committee to place before them all relevant and necessary papers covering 100 years or more, to examine such papers under their instructions and assist them in their deliberations and also to carry on further investigation under their directions.

Apart from attending to the requirements of the Flood Advisory Committee the staff of the Floods and Drainage Division is chiefly occupied in taking survey and cross-sections of various rivers of Orissa and carrying out lines of levels and contouring at Kakatpur in the district of Puri, an ordinary victim to flood.

It has been found necessary to take up at the outset the survey of certain tributaries that cause direct damage to the crops and other sources marked out as plague spots of Orissa's floods. Investigation has now been concentrated on the Dhanua basin in Puri district, near Cuttack town, at Jenapur and near Aul. The Hansua river investigation is also in progress. The Division is further engaged in examining all the reports of rainfall in the catchment areas of the rivers in Orissa so as to get information of the approaching flood at the quickest possible time. During the flood season of the period under report the staff of the Division was employed at various observation stations throughout the delta system of rivers noting velocities, discharges, silt content, nature, extent and duration of flood and tidal effects. Last year many river gauges were given and many more have been constructed this year. This will also give the Flood Committee the information they require about the behaviour of the rivers and they will then be in a better position to work out the relief schemes.

The Province of Orissa is now represented on the Central Board of Irrigation to keep her Engineers in closer touch with the up-to-date scientific researches in the matters of flood control and irrigation.

Measures already adopted.—Besides conducting investigation work Government have also undertaken the deepening of the Sur lake cut near Puri and the Palpala and Dalua Kani cuts at Kakatpur in that district which will provide direct sea-outlets. Several other minor works in the district of Puri were also undertaken in order to facilitate the quick run-off of water. The proposal for transmitting high flood news has been thoroughly revised and brought up-to-date to ensure an early receipt of information.

An extensive report on floods in Orissa has been prepared in his Statistical Laboratory by Professor P. C. Mohalanobis of the Presidency College, Calcutta, with exhaustive statistical study of floods and rainfall and giving flood forecast formulæ, all of which will be very useful. The book is now in the Press and Government have sanctioned Rs. 5,000 for the cost of printing.

IRRIGATION.

Upon irrigation and flood are hanging the life and death of the agriculturists who, in the present scheme of things, form the major

portion of the population of Orissa. But flood and irrigation are inter-related factors the evils of flood being removable to a great extent by providing facilities for irrigation. Therefore Government have decided that definite steps should be taken to harness the rivulets and river courses, thus diverting the surplus water for purpose of irrigation and minimising the flood problem at the same time.

Special Irrigation Projects Division.—With this end in view the Special Irrigation Projects Section was first started in 1938 to promote irrigation works. The growing popularity and usefulness of this section raised it to the status of a Special Irrigation Division from February 1939. The Special Flood Advisory Committee have fully endorsed this idea and desired that this useful work should continue. The primary function of this Division is to make a preliminary survey of bunding up rivers and conservation of water at different places so that the rain-water and the perennial sources which flow without any restriction into these rivers and then to the sea may be conserved and diverted for irrigation. This is expected to prevent floods and add to the wealth of the province simultaneously by irrigating and fertilising the land.

A Special Irrigation Officer has been appointed in the Division to investigate the possibility of irrigation facilities in the up-land areas. A preliminary investigation of the sources of irrigation in Sambalpur and Angul has been undertaken and a number of projects are now under consideration of Government. The Division at Cuttack with two subdivisions, one at Ganjam and the other at Angul with its jurisdiction over Sambalpur, has begun the work of investigation of tank and irrigation projects, survey and preparation of maps, estimates and examination of such projects when ready.

A preliminary survey of fifteen irrigation works was undertaken by this Division of which four from Angul, four from Sambalpur and one from Ganjam have been so far considered to be practicable and paying. Detailed estimate and examination of these works have been undertaken. The question of damming the Ib river at Sambalpur and Boda river in the Ganjam district and the improvement of the Orissa canal and the Rushikulya system is also under investigation. The details of these works are stated below :—

Tank Irrigation Investigation at Angul.—Under the Projects Subdivision of Angul, investigation has been conducted in the Kukudanga project. Ayacut particulars have been collected and plans prepared. Levels for excavating supply channel and improvements to the group of tanks are being taken. An estimate for the entire scheme of Kukudanga project is expected to be completed by the end of September 1939. The approximate cost of this project will be Rs. 10,000.

Derjang project is also being investigated where the fixing of bench marks and checking of old levels are in progress. Preparation of plans showing all the tanks in the proposed cultivable area is also taken up.

Realignment of channels along a contour near Angul town and contour maps for channels and levels for improvement to tanks are expected to be completed by the end of March 1940. Preparation of estimate will be taken up afterwards. The approximate cost of this project will be Rs. 3,00,000.

The Subdivisional Officer and the overseers have inspected the area of Kanloe and Patrapada projects, which cost about Rs. 10,000 and Rs. 20,000 respectively. The investigation of these two projects will be started in June 1939, and estimates will be ready by the end of December 1939. Three overseers are at work in the Projects Subdivision of Angul and one more overseer has recently joined.

Investigations at Berhampur and Ghumsur.—Under the Berhampur Tank Restoration Scheme Subdivision, Hiradhara Batiya and Kharakhari Nala schemes have been taken up, the approximate cost of the combined scheme being Rs. 1½ lakhs. Boring at the site of the proposed anicut across the Rushikulya river is in progress. Half a dozen borings are completed and half a dozen more will be completed before the end of July 1939. Summer discharges are also being observed; connective levels from Jayamangalam Head Works to the Hiradhara Batiya head sluice have been taken. Further levels for improvement of channel are in progress. Levels for investigation of ayacut particulars of these two combined schemes are expected to be completed by the end of November 1939. The estimate will be ready in January 1940.

Investigation of tanks in Ghumsur taluk under the subdivision has also been taken up. Index map, basin map and registers will be completed by November 1939. Levels for improvement of tanks will be started during November 1939. But on the whole, the progress is not up to the mark as reported by the Executive Engineer, Projects Division, on account of very hot weather in the locality. Better outturn is anticipated after a few showers of rain.

Nationalisation of water.—A Tank Restoration Scheme Subdivision now working in the Ganjam district serves two-fold purposes. The tanks which always remain stagnant and hence become the breeding grounds of mosquitoes will, according to this scheme, be filled up with fresh river water thrice during the year and thus improve the sanitation of the area, as well as irrigation facilities.

Under this scheme a particular area is divided into a number of river basins each of which is again divided into minor basins, the drainages of each being separated and distinguished. The detailed investigation of each minor district is taken up as a whole and all the irrigation works contained in it are arranged into groups and sub-groups and isolated works. There are difficulties in the way of taking up irrigation works in the zamindaries where the landlord as proprietor of the rights in water, admitting at the same time the riparian rights of the proprietory raiyats. The

Ministry has therefore declared to take legislation reserving power to assume control over the water-works including the river courses in zamindari areas if and when required.

With this end in view an Embankment and Irrigation Bill is under examination of Government for the purpose of nationalising water courses and sources by which Government may take over the right of all the courses of rivers and tanks after record-of-rights have been prepared and the riparian rights of the owner including those of ten raiyat are determined.

Power pump and rock-boring plants.—For the purpose of introducing lift irrigation by power pump with the ultimate idea of helping the people in the flood-affected areas of the Puri and the Cuttack districts, Government have provided a sum of Rs. 18,840 to continue and increase the activities started from last year. The amount is being utilised for sinking two experimental tube-wells for irrigating winter crops. In Puri district the well will be sunk either at Kakatpur or Brahmagiri and in Cuttack a well has been already sunk at Batlangpat in Jajpur subdivision. But the pump is yet to be installed to start irrigation from this source. Lift irrigation is, however, calculated to benefit not only the flooded areas at present but also areas where ordinary irrigation is not possible.

The well-boring section of the agricultural department has been strengthened by the appointment of a supervisor.

A further sum of Rs. 8,900 is also provided in the budget for purchase of rock-boring plants as a forward step in the direction of lift irrigation.

To facilitate cultivation of *rabi* crops in the Banki subdivision Government have sanctioned, on an experimental measure, a small scheme of lift irrigation by means of a portable pump and an area of about 100 acres in a flooded tract of the subdivision is now under irrigation.

Experiments on wind mills have also been undertaken to arrive at the decision whether these be advantageously employed for raising water for irrigation in the coastal areas of the province.

The irrigation and electricity scheme of the Bogra waterfalls.—The zeal of Government to develop lift irrigation by electric power remains unabated. A survey of the waterfalls in the province to find out the best sources for generating electrical energy for irrigation and industry has been undertaken. Data have been collected to examine the possibility of developing the Bogra falls of the Kolab river in the district of Koraput. The Congress Government made earnest attempts by opening negotiations with a number of leading firms including the Dalmia Company and the Birla Brothers to take up the scheme. This scheme was originally prepared by the Government of Madras about twelve or thirteen years ago and was given up. The Government of Orissa are negotiating with the Government of Madras to

induce the latter for taking this up as a joint concern for the purposes of large scale industries and cheap electricity and to have lift irrigation for the benefit of agriculturists in both the provinces.

The scheme if materialised, involves very gereat possibilities. It will generate electricity on a large scale and transmit the power within a radius of 300 miles at a considerable reduced cost of about Re. 0-1-6 only per unit. So, in the first instance power generated at Bogra may be utilised in all places connecting Nagpur, Bezwada and Bhadrak in Orissa.

Reduction in water-cess and running charges of the Mahanadi and the Rushikulya systems.—There was a long and continuous agitation regarding reduction of water-rates in the Mahanadi system. As a measure of relief for the cultivated and irrigated areas Government had announced last year a reduction of water-cess in North Orissa by 25 per cent which brought down the revenue by Rs. 1,46,000 during 1938-39. In South Orissa the attempts of the present Ministry were directed to reduce the running charges of irrigation works in Rushikulya system. This has become an accomplished fact by effecting all possible economy. The running charges have been brought down from Rs. 98,000 in 1934-35 to Rs. 73,000 in 1938-39 and Rs. 69,000 in 1939-40. The result is a total reduction of Rs. 31,000 or nearly one-third of what it was in 1934-35. The capacity of the reservoir at Russelkonda has also been increased to provide water for the increased area with a view to convert the Rushikulya system into a productive irrigation scheme in place of an unremunerative work.

ELECTRICITY.

1. Licence has been granted for the supply of electrical energy in the town of Puri.

2. The Berhampur Electric Supply Corporation, Ltd., has been accorded sanction for extending service lines from Berhampur to supply electrical energy in the town of Gopalpur.

3. The grant of licences for the electrification of the towns of Balasore and Parlakimedi is under consideration of Government.

COMMUNICATION.

Roads and bridges.—Particular attention is given to several road development projects so as to open up areas which are at present ill-served by communication and thus provide better means for marketing agricultural produce.

In the budget speech the Finance Minister has given facts to show that Orissa, except the Central Provinces, has got the minimum road mileage in India. Added to these two-thirds of Orissa is covered by partially-excluded areas. These areas cannot be developed without roads. Other provinces have developed their roads by a course of gradual process with help from the Government of India. The Government of

Orissa have, therefore, been claiming for more contributions from the Government of India. They have up till now received promises for some money from the Road Development Fund. The budget speech of 1939-40 stated how so many works have been taken up. Government got their share of the petrol cess and also some grant from the Road Fund. A statement showing the position of grants received from the Central Road Fund in respect of several heads is given below:—

	Rs.
1. (*a*) Amount standing to the credit of the Government of Orissa from the annual subvention on the 30th September 1938.	2,36,210
(*b*) Amount from the Reserve at the credit of the Orissa Government.	23,39,580
2. (*a*) Expenditure incurred up-to-date from funds available under the subvention grants [met from Rs. 2,36,210 at (*a*) above].	15,949
(*b*) Expenditure incurred up-to-date from funds available from the Reserve with the Government of India [met from Rs. 23,39,580 at (*b*) above].	8,01,732

3. The works under progress and the amounts involved are as follows:—

	Rs.
(*a*) Construction of a bridge over the Monaguni river on the Cuttack-Ganjam Road.	57,260
(*b*) Construction of a bridge across the Burrah river near Jajpur.	4,09,900
(*c*) Metalling the road in the Cuttack district from Jajpur Road Railway Station to Keonjhar State border.	15,530
(*d*) Construction of the link-road from Nawapara Railway Station to Nawapara town.	24,150
(*e*) Improvements to the Rairakhol section of the Cuttack-Sambalpur Road.	3,25,000
(*f*) Construction of a bridged moorum road from Sohella to Nawapara.	4,66,000
(*g*) Construction of a road from Koraput to Rayaghada.	3,80,000
(*h*) Construction of a bridge across the Malti river on Bamra State border.	69,000
(*i*) Improvements to the Bhadrak-Chandbali Road	6,50,000

4. Estimates for the following works are ready :—

	Rs.
(*a*) Improvements to the Borigumma-Baster Frontier Road.	59,600
(*b*) Road connecting the Cuttack-Sambalpur Road with the Orissa Trunk Road.	1,04,300

5. Added to these, Government have also recommended four works to the Central Road Fund Committee of the Government of India :—

	Rs.
(*a*) Bridging the Big Gauda Nala in Chorada-Sukinda Road (Cuttack-Keonjhar).	23,000
(*b*) A road from Balliguda to Muniguda Railway Station (Ganjam Agency).	2,50,000
(*c*) A bridge on the Daya river (Puri district) ...	4,43,000

When making a grant Government have to keep to themselves the right to select places in which roads are to be constructed as also the right to approve the estimates. Provincial Government have, therefore, sent more proposals than are expected by the Road Board. On the whole about a dozen schemes for construction of roads and bridges to be financed from the Annual Subvention and Reserve of the Road Development Account have been or are being taken up. Besides important road projects already undertaken, the construction of bridges over the rivers Monaguni, the Major Aung and the Minor Aung are in progress. Proposal for a road connecting Balliguda, Muniguda and Durgapanga is under investigation. Sanction of the Government of India is awaited for construction of a road joining Bhadrak and Chandbali. They have, however, signified their intention to the financing of the scheme.

Seven schemes have been sanctioned by the Government of India to be financed from the "Reserve" in the Road Development Account, the total estimated cost of which amounts to about Rs. 17,00,000. There is a steady progress of work on all these projects. Of these, the bridge over the Burrah river at Jajpur estimated to cost about Rs. 4,09,900 is to be opened to traffic on the 4th July 1939. Some of the other projects that are in progiess are expected to be completed shortly.

Three projects were appproved by the Government of India as suitable for being financed from the annual subvention with the Government of India. Out of these the bridge over the river Monaguni on the 42nd mile of the Ganjam-Cuttack road is to be opened to traffic on May 1939. Two other projects, namely, the bridge over Gauda Nala on the Chorada-Sukinda road and a fully bridged road to connect the Cuttack-Sambalpur Road with the Orissa Trunk road could not be started, for the estimates require revision and approval of the Provincial Board of Communications.

Besides these, the Government of India have signified their intention to allot funds for a bridge over the Daya river at Sardeipur on the Bhubaneswar-Puri Road from the "Reserve" in the Road Development Account. The alignment has not yet been settled as the B.-N. Ry. Company are opposed to it.

The programmes of road development in each district received from District Boards are being examined to see whether the estimates given for different road projects can be taken as correct approximation for the purpose of calculating the total cost of these schemes as a whole.

The Special Engineer for Roads who has been recently appointed to draw up a comprehensive scheme for the province is now employed on this work.

CHAPTER VII.

Education Department.

REORIENTATION OF EDUCATIONAL POLICY.

An all round reorientation in the policy of education marks the regime of the present Ministry who have always kept in view the fact that no other problem of the masses is more vital and imminent than the poverty of thought and outlook. This view has found publicity in the ministerial utterances both in rural and urban areas. Education for the long neglected poor, education for adults, education for women and for all, have occupied the thought of Government and taken shape in different directions of activities. The amount spent on education during the years 1937-38 and 1938-39 from the various sources is as follows :—

	1937-38.	1938-39.
	Rs.	Rs.
From Provincial Funds	25,97,471	27,91,972
From Local Funds	2,76,932	2,90,894
From fees	7,04,619	7,14,446
From other sources	4,82,330	4,59,175
Total ...	40,61,382	42,56,487

Earnest attempts have been made to improve the courses of elementary education. To spread education far and wide throughout the country Government decided to make it free from the current year in North Orissa by abolition of fees. This has been effected by compensating for the fees realised by the local bodies from pupils. Consequently the fees in the managed primary schools in North Orissa have been abolished from 1938-39.

Provisions of the Education Code were also revised on the recommendations of a committee appointed by Government giving the students of colleges and the upper two classes of high schools greater freedom to attend political meetings.

Compulsory primary education.—Introduction of free compulsory primary education is the ultimate aim of Government. With this

end in view one official and a non-official gentlemen were deputed to study the system of primary education in the State of Baroda. Government are considering to give a start to compulsory primary education in the Municipal, Union Board, and notified areas in North Orissa and in the Municipal and Panchayat Board areas in South Orissa from January 1940. As the laws in force in different parts of the province do not permit the introduction of such education in all these areas, a new legislation which is now under the consideration of Government will have to be enacted before the scheme is given effect to in 1940.

A provision of Rs. 25,000 has been made for the introduction of compulsory education in the Budget for 1939-40.

Teachers' training remodelled.—The entire system of primary education is intended to be thoroughly overhauled in making better citizens who would contribute more efficiently to the future nationhood of the land.

To furnish such schools with teachers well-equipped in the up-to-date lines of teaching, the scheme of training them has been remodelled to meet modern conditions and the training period increased from one year to two years.

All attempts are made to minimise the cost of school buildings and improve the quality of teaching. A prize has been announced to be awarded to those who offer the design of a cheap, convenient and healthy school house to serve as a model.

Mass education.—Government have launched a country-wide propaganda in co-operation with various non-official bodies for the removal of illiteracy in a regulated manner. A sum of Rs. 12,000 has been sanctioned for primers, charts and posters. A large number of charts are published and the work is conducted in hundreds of villages with the voluntary co-operation of the public. The Hon'ble Ministers have made it a point to appeal to every one to join in the literacy campaign. It is hoped that the educated section will impart education voluntarily to others just as they themselves have received training from their Gurus.

The Mass Literacy Committee has now been constituted and begun to function. A further sum of Rs 5,000 was in the meantime sanctioned for grants to literacy centres for the purchase of slates, chalks, kerosene oil, etc.

It is anticipated that the activities in this direction may cost Government about Rs. 1,00,000.

BASIC EDUCATION.

A Board of Basic Education was formed with Sri Gopabandhu Choudhury as Chairman to advise Government on the lines on which basic education as recommended by the Wardha Education

Conference, will be introduced in this province. Three educationists were first deputed from this province to study the new system of education. Six persons were subsequently deputed to the Vidyamandir Training School at Wardha for training in basic education. When they return, it is proposed to start a training school for teachers of basic schools.

Sanction has been accorded now to the opening of the Basic Training School with necessary staff and buildings from 1st June 1939. The Training School is being set up at Bari in the district of Cuttack to train up teachers for the basic schools which will be started on the 2nd January 1940. Roughly the whole scheme will cost Rs. 89,000 recurring and Rs. 67,000 non-recurring. It will be put into practice in 25 schools in a compact area near Bari.

A UNIVERSITY FOR ORISSA.

It is under the contemplation of Government to constitute a University for Orissa on proper lines.

University Committee.—To prepare the framework of the proposed University, a University Committee has been appointed. The report of the committee is awaited. The Rulers of Orissa States were approached to co-operate in developing Oriya culture and also in improving and increasing the study of post-graduate course and research.

The University Committee issued a questionnaire to which they have received replies. On a preliminary examination of the replies they felt that they should hear the witnesses competent enough to give proper advice to the committee at different centres. Government have permitted the committee to do so. Further action will be taken after receipt of the committee's report.

Preliminaries before inauguration of a University.—Government are however preparing, as far as practicable, the ground-work for the inauguration of the proposed University for Orissa. Certain preliminaries have been set up to strengthen the Ravenshaw College at Cuttack which in course of time may develop into a full-fledged University. Elementary economics and public administration were introduced as courses in its Intermediate classes.

Besides, provision has been made for arranging a series of extension lectures. Oriya language was given due recognition by its admission as a principal subject for degree classes at a recurring expenditure of Rs. 3,800 a year. Added to this the Budget for 1939-40 provides a small grant-in-aid to the first grade college newly started by the Maharaja of Parlakimedi

Government are also keenly aware of the fact that in the absence of a separate University for Orissa the students reading in the high schools of South Orissa under the Andhra University cannot have the benefits of the medium of Oriya in the Matriculation examination.

One district scholarship tenable for two years was created for the benefit of matriculated students of the Sambalpur district for higher studies in the Ravenshaw College.

Education of Girls.

Education of girls is as important as that of boys in the making of useful citizens All schools exclusively meant for boys in the past are now open to girls as well. Some girls are reading side by side with boys in educational institutions ranging from primary schools to colleges. The two middle schools for girls, one at Sambalpur and the other at Puri, were raised to the status of middle English schools. Another girls' school at Balasore was raised to the middle status and the higher elementary school at Rayaghada in Koraput district was converted into a middle school.

Like music domestic science is an essential item in the girls' training. The Ravenshaw Girls' School at Cuttack was strengthened with a permanent music teacher. Provision for the study of domestic science was made by the appointment of a qualified teacher from the Lady Irwin College at Delhi. It has been decided to introduce mathematics in the Ravenshaw Girls' School in the I. A. course from the session of 1940 41. The extra cost necessary in this connection is the pay of a lecturer in the junior grade of class II. The number of scholarships for higher studies in South Orissa has also been increased to augment the education of girls there.

Secondary Education Committee.

The Secondary Education Committee appointed by Government have recommended the provincialisation of all high schools and the constitution of a Board of Secondary Education. Important as the question is, involving both policy and finance, Government invited comments and criticisms on the report of this committee by the 1st February 1939. Criticisms on the recommendations have been received from various quarters and they are now under consideration.

Science and Technical Training, etc.

In this age of science, it is a necessity on the part of students of high schools to be acquainted with at least an elementary knowledge of the subject. The proposal of opening a science class in the Cuttack Ravenshaw Collegiate School was sanctioned by Government and funds have been provided for the purpose. A definite step was adopted for introduction of technical education in high and middle schools at the cost of Government. The managers of such schools have been called upon to send their teachers for a course of training in agriculture in the Government farm at Bidyadharpur near Cuttack. High schools are encouraged to send their teachers for indus trial training in order that students may learn some local industries.

Blind, Deaf and Dumb School.—The proposal for sanctioning some contribution to the Blind, Deaf and Dumb School at Cuttack is receiving sympathetic consideration from Government.

Physical education.—Appointment of a Chief Inspector for physical education is under contemplation of Government. By way of encouraging the youngmen to acquire good physique Government have sanctioned Rs. 3,000 for the Kalinga Vyayama Vidyalaya at Cuttack.

EDUCATION OF HARIJANS.

Education of Harijans is receiving greater attention than before. Over and above the usual grant for this purpose, Government have spent a sum of Rs. 7,000 through various non-official agencies, particularly the Harijan Sevak Sangha. The grant has recently been increased. Scholarships have been created for these people to carry on higher studies.

During the period under review a sum of Rs. 7,500 was spent in addition to the normal grants for the education of Harijans and hill-tribes. A further sum of Rs. 5,660 has been provided in the Budget of 1939-40 of which Rs. 5,480 is a recurring charge.

ORIYA AND HINDUSTANI.

Oriya as a medium of instruction.—The Patna University to which schools and colleges of North Orissa are affiliated has decided to introduce modern Indian languages as the medium for all non-language subjects for the Matriculation examination of 1943 and thereafter. Government have welcomed this measure and accordingly decided that the medium of instruction in all high schools in North Orissa should be Oriya. But at the same time the case of students belonging to other minor communities and studying in the Orissa schools and colleges has been given due thought and consideration. The Muhammadan and Bengalee students are allowed to use their own languages in answering the question papers in the examinations. The authorities of the Patna University have been moved to extend such facilities to the students of these communities in the Matriculation examination

A committee was also appointed to consider problems connected with the introduction of Oriya as a medium of instruction in high schools in North Orissa.

Teaching of Hindustani.—Hindustani, the "Rastra Bhasha" for India is intended to be introduced as a compulsory subject in classes VI, VII, VIII and IX of the schools in North Orissa and corresponding classes in South Orissa from the year 1941 and a proposal for the same is under the consideration of Government. As a first step Government have issued instructions to allow all possible facilities to students desiring to learn Hindustani

during the school hours. It will be made a curricular subject for all training institutions. A teacher has been appointed to teach Hindustani in the Ravenshaw Collegiate School and it is also being taught to the girls of the Ravenshaw Girls' School.

Library Movement.

All attempts to spread literacy are useless if what little learnt is soon forgotten. Government therefore propose to carry on a library movement throughout the province with a central library at the head-quarters.

In his last budget speech the Hon'ble Prime Minister has appealed to all recognised institutions and public workers as also to the general public and specially to the teachers and the taught in all schools and colleges in this province to co-operate with Government in making the mass literacy campaign and the country-wide library movement an unqualified success. He has also appealed to the women of the country that "unless women come forward to help in the social work which Government have undertaken, this province will lag behind in all its efforts in this direction ".

Two gentlemen were previously deputed as already mentioned to study the system of the compulsory primary education and the library movement in the state of Baroda. On the merit of the report they have submitted, Government contemplate to set up some travelling and circulating libraries with a view to help the villagers in keeping up their interest in learning and to prevent their lapsing into illiteracy.

The Budget for 1939-40 has provided a sum of Rs. 26,000 for the library movement as also for contribution to libraries under local bodies.

A Museum for Orissa.

Orissa is a land of museum. The massive structures of Puri, Konarka and Bhubaneswar representing the acme of Orissan art and culture and the numerous unpublished manuscripts and other materials of pre-historic importance prove beyond doubt that Orissa's past was far greater than her present. Government are also painfully aware of the fact that valuable pieces of remains have been removed by visitors from these places of antiquities. So the existence of a museum for Orissa is a crying problem in view of the historic importance of the land. But above all, a commercial museum for the industrial and agricultural improvement of Orissa is of vital importance at the present moment. The Budget for 1939-40 has provided a sum of Rs. 30,000 for the construction of a provincial museum and another lump sum of Rs. 20,000 for the collection of industrial and archæological exhibits and appointment of staff for this purpose.

Other Activities of Education.

Old manuscripts.—That the numerous unpublished manuscripts in Orissa being moth-eaten are getting rapidly destroyed, has not escaped the notice of Government. A number of Pandits have been engaged in cataloguing and compiling all manuscripts in this province. Such manuscripts after compilation shall be examined and if found necessary and useful, published at the cost of Government. Apart from this, a provision of Rs. 5,600 has been made for encouragement of literature in general.

Prizes were offered to persons who could send names of books on the systems of indigenous treatment of cattle.

Oriental studies.—The Hindu Religious Endowments Bill, already passed by the Legislature, awaits the assent of His Excellency the Governor-General. The Bill aims at developing oriental literature and culture by means of accelerating the activities of temples and Maths. It provides facilities for teachers and Vidyarthis through the maintenance of educational institutions in Maths and of libraries in temples. Recommendations of a special committee set up for unifying Sanskrit education in the province is under the consideration of Government.

Islamic education.—A committee was formed to recommend the constitution and functions of a Board of Islamic Education. The report of the committee is now under scrutiny and Government are taking steps to have a Board constituted without the least delay.

Encouragement to Indigenous Medicines.

Government feel the utility and efficiency of indigenous medicines which can be administered cheaply in each and every village of the province and with which the villagers are familiar for generations. Attempts have been made to encourage the indigenous system of medicines and to make necessary arrangements for imparting instruction in Ayurveda. It is contemplated to strengthen the Ayurvedic Section of the Sanskrit College at Puri and train up Ayurveda physicians who, with necessary equipments, will be able to live in rural areas for treatment of villagers. The appointment of a small committee to revise the existing syllabus and recommend to Government the constitution of an Ayurvedic Registration Board is now under contemplation. The following measures have been already adopted:—

I. Two Ayurvedic physicians have been added to the Sanskrit College at Puri.

(*i*) It has been arranged that one medical officer will give them instructions on western system of anatomy.

(*ii*) A good stock of equipments regarding human body and herberium, etc., have been purchased.

II. The Maharaja of Jeypore has promised to have an Ayurvedic School at Jeypore which it is hoped will be a branch of this college.

CHAPTER VIII.

Health and Local Self-Government Department.

Local Self-Government.

Unification of laws.—Three different systems of Local Self-Government laws are at present prevailing in the province. The Bihar and Orissa Local Self-Government Act, 1885, is in force in the coastal districts of North Orissa, the Madras Local Boards Act, 1920, in the districts of Ganjam and Koraput subject to certain changes in the latter districts and the Central Provinces Local Self-Government Act, 1883, in the district of Sambalpur. A special officer was appointed in October 1937 to examine all these Acts and to submit recommendations regarding their unification and improvement. On a preliminary examination of the different Acts a conference of the Chairmen and Presidents of district boards and municipalities was held on the 10th and 11th January 1938 and the principles to be adopted for administration of local bodies were discussed and various circulations were made to the Provincial Government in that connection. The conference was opened by the Hon'ble Prime Minister, and the Hon'ble Sri Bodhram Dube, Minister in charge of the Health and Local Self-Government Department, presided over its deliberations. Recommendations of the conference and those of the Heads of Departments were carefully considered by Government and orders were passed on several points involved in the question. A comprehensive Local Self-Government Bill applicable to the province as a whole has been drafted on the basis of these orders. The draft Local Self-Government Bill is now under scrutiny.

Franchise of local bodies.—Election by ballot boxes in place of open voting was introduced in the local bodies of South Orissa under rule-making powers. In North Orissa franchise of district boards have been widened under the same rule-making powers.

A regular district board for Sambalpur.—The constitution of the District Council of Sambalpur is unsatisfactory in the sense that the tenants as a class have no voice in it and the elective principle is conspicuously absent. So it was considered desirable to constitute a district board for Sambalpur on the lines of the provisions of the existing Bihar and Orissa Local Self-Government Act, 1885. This necessitated the framing of a separate Local Self-Government Bill.

On the lines of the Bihar and Orissa Local Self-Government Act, 1885, with several modifications and additions to suit the special condition of the district of Sambalpur, the Bill has been examined by Government and will be introduced in the ensuing September 1939 Session of the Assembly. After the Bill is passed into an Act by the Legislature it would be enforced in the district of Sambalpur under section 92 (1) of the Government of India Act, 1935.

Local Self-Government in Partially-Excluded Areas.—Government are also considering the question of introducing a system of Local Self-Government on elective principles as far as possible, in such of the partially-excluded areas where the system is either absent or undeveloped. Definite action in that direction will be taken when Government receive the enquiry report of the Partially-Excluded Area Committee having as a term of reference to consider and report the extent to which representative institutions may be introduced in matters of local administration.

In Angul a cess of one anna in the rupee of rent is being levied for Primary Education. Government are considering the proposal of giving the practice a legal sanction and to appoint a committee to help Government in the administration of the fund.

Municipal Bill.—To remove the inequalities prevailing in the Municipal Laws of North and South Orissa (namely, the Madras District Municipalities Act, 1920 and the Bihar and Orissa Municipal Act, 1922), Government took definite steps to unify the existing provisions. A conferance of Municipal Chairmen was held for this purpose in January 1938. Preliminary decisions of Government have been taken on the recommendations of this conference and a draft Bill is under preparation.

PUBLIC HEALTH.

Government are taking all necessary measures for improving the public health of the province. With a view to bring about greater relief in this direction an Assistant Director of Public Health was appointed in last December. He is undertaking extensive tours in the different parts of the province to facilitate the public health activities of the various local bodies and private and semi-private organisations.

Prevention of the adulteration and control of sale of food-stuff.—An Act has been passed by the Orissa Legislative Assembly preventing adulteration and controlling sale of food-stuff. This Act unifies the provisions of the different Food Adulteration Acts prevailing in the three component parts of the province. The Bill passed by the Legislative Assembly in its session of August-September 1938 has already received assent of the Governor. Preliminary arrangements such as the framing of rules, etc., are being made for bringing the Act into force in the different parts of the province.

Malaria survey on the Chilka coast.—Vigorous attempts are being made to combat the malaria menace in different parts of the province. Government are undertaking a number of experiments in the direction of eradication of water-hyacinth and removal of such other nuisances responsible for the disease.

A survey of malaria was first undertaken with the help of Mr. Senior White, Malariologist to the Bengal-Nagpur Railway Company. The Public Health Commissioner to the Government of India who was approached in this connection suggested that a malaria

survey unit should be deputed by the Malaria Institute, India. The unit has just started a survey on the Chilka coast. To assist this unit in their work and to be trained up in the line, a malaria staff consisting of a malaria officer belonging to the Provincial Public Health Service and a Sub-Assistant Surgeon with one Insect-Collector have been appointed.

An extensive drainage scheme at a cost of about Rs. 30,000 has already been ushered in Koraput as an anti-malarial measure in that district.

A further sum of Rs. 30,000 is being distributed in lump amounts among the various municipalities of the province for improvement of water-supply, sewarage and drainage with a view to check malaria.

District boards and municipalities.—In spite of paucity of funds Government have allotted one lakh of rupees as aid to the district boards and municipalities for improvement of communications. The amount is being distributed for construction of new roads in different districts of the province.

MEDICAL AID.

A system of subsidized rural dispensaries has been devised to enable practitioners to live in important villages and thereby bring medical aid within easy reach of the people. There are seven such rural dispensaries in the districts of Ganjam and Koraput, and in the current year provision exists for four such dispensaries in the districts of North Orissa. The district boards of Cuttack and Puri have already welcomed the idea and with the aid to be granted by Government and with similar contributions from other funds, they are taking steps to start such subsidized dispensaries. The problem is however to get qualified doctors who are willing to settle in the rural areas on the basis of subsidy.

Amalgamation of Police hospitals with district hospitals is under contemplation of Government. The economy thus effected will be utilised in strengthening the district hospitals at the headquarters of each district.

The construction of new hospital buildings at Sambalpur was pending for several years. Government have sanctioned necessary funds this year and the construction work has begun.

Cuttack Hospital.—A committee was appointed for suggesting improvement of the General Hospital at Cuttack. A provision has been made in the Budget to give effect to many of the recommendations of the committee.

Proposals are under consideration for construction of a paying ward for middle class well-to-do people at Cuttack desiring to avoid rush of patients in the ordinary wards.

Public Health and Pathology.—A well-organised Provincial Public Health and Pathological laboratory was started at Cuttack. This has saved Government from an annual contribution of about Rs. 4,000 to Bihar. It is expected that proper treatment of T. B. patients will be possible hereafter with the share of contribution received from the Lady Linlithgow T. B. Fund.

Leprosy.—Earnest attempts have been made to stamp out leprosy from Orissa. Dr. Isaac Santra, Propaganda Officer, British Empire Leprosy Relief Association, was invited to assist in the matter. The scheme prepared by the Director of Health and Inspector-General of Prisons in co-operation with Dr. Santra provides an annual expenditure of Rs. 33,000 for treatment of leprosy. The amount has been ear-marked in the Budget for 1939-40. District Associations have been formed in Ganjam, Cuttack, Puri and Sambalpur to fight against leprosy in co-operation with local bodies and the philanthropic public. These institutions are also subsidized by Government.

A Provincial Leprosy Officer has been appointed and a well-organised anti-leprosy scheme is already in operation. The Provincial Leprosy Officer and the District Leprosy Officers are conducting survey, propaganda and isolation and treating a large number of infectious cases of leprosy. It is also the desire of Government to assist the physicians to carry on experiment in the indigenous system of treatment of leprosy.

Maternity and Child Welfare.—There are 13 big and small child welfare centres working within the province aided by Government or by local bodies.

An Act was passed for registration of nurses, midwives and *dhais*. Provision has been made in the Budget for 1939-40 to train up a number of lady workers as nurses and *dhais* for the countryside. A recurring grant of Rs. 2,000 a year is also provided for the women's hospital at Berhampur.

FOREST.

Government paid adequate attention for proper preservation and improvement of Orissa forests. Rs. 2,000 was provided in the current year's budget for extension of casuarina plantation in the Puri division. Steps are being taken to acquire 200 acres of land for the purpose. A provision of Rs. ·4,534 has been also made to depute a student for training in the Forest College at Dehra Dun to qualify himself for the Orissa Forest Service. A whole-time working plan and research officer has been appointed to draw up a note on the proper working of forests and make research for the successful growth of the valuable trees in the forests.

A committee was appointed to enquire into the grievances of the people of Khurda caused by the administration of the Forest Department. The committee sat at different places and made a sifting enquiry

into the matter. The report of the committee is now under consideration. A programme of reservation of forest in the Ganjam Agency and in the Khondmals has just begun.

OPIUM PROHIBITION IN BALASORE.

Prohibition is the most important measure of moral reform launched by the Congress Ministry. Prohibition of all intoxicating drinks and drugs is the ultimate goal of Government. With this end in view instructions have been issued to Excise Officers that the old policy of maximum revenue with minimum consumption is given up and that they have to prepare themselves for a policy of total prohibition. Orissa has more opium evil than drink evil. It was therefore decided that as the first step opium prohibition should be taken up and Balasore was selected for the purpose as the vice is notorious in that district. The full effect of the excise reform in all directions during 1939-40 is likely to reduce the excise revenue by Rs. 9½ lakhs. Added to this loss of revenue Government have provided in 1939-40 to spend Rs. 10,323 on propaganda, Rs. 44,342 on increased preventive staff and Rs. 22,840 on extra medical staff for treatment of addicts, etc. In other words, Government are prepared to risk in the first year of this prohibition campaign one-third of the entire excise revenue.

Necessary preliminaries were taken up in right earnest for eradication of the evil. At the instance of the League of Nations the Government of Assam had attempted to bring down the consumption of opium. Sri Rajkrushna Bose, Parliamentary Secretary, and one Excise Officer of Government were deputed to Assam to study preventive methods adopted by the Assam Government against illicit traffic of the drug in the province.

Registration of addicts.—Twenty-two registering centres were opened in the Balasore district on the 15th October last when the preliminary part of the scheme came into force and the majority of the opium shops were simultaneously abolished. The few remaining shops on the borders where opium could be obtained under ordinary conditions were retained to counteract smuggling and to allow the addicts time for getting accustomed to the changed circumstances.

Special arrangements were made for the registration of the Pardahnashin women by lady doctors. Registration of emigrants addicted to the drug was also taken up on their return to the district. The registration continued up to the 31st March 1939 when the registers were finally closed. From 1st April 1939 the remaining shops on the borders were closed and a few supply centres in charge of Government salesmen were opened instead.

The number of opium addicts registered between the 15th October and the 31st March was 23,635 or 72·3 per cent as ascertained by a rough census made last year. Besides, many able-bodied addicts taking small doses of opium have given up the habits and their percentage is estimated between 20 to 25.

Propaganda has been started in the district under the Public Health Department and with workers supplied by Sri Harekrushra Mahatab against the use of intoxicants and also for improvement of village sanitation.

As the success of the scheme largely depends upon the registration of all the addicts, extensive propaganda was also conducted in inducing the consumers to apply for it. A propaganda staff consisting of a propaganda officer and twenty male and four female workers was appointed for the purpose; and efforts were made by means of mass meetings, lectures, lantern lectures and the distribution of books and leaflets to bring home to the people the evil effects of opium, and especially the necessity of registration during the stipulated period.

Measures taken in other districts.—Apart from the scheme of opium prohibition as a preliminary to the introduction of total prohibition Government have closed down 29 excise shops (selling country spirit, outstill liquor, Ganja, opium and Bhang) in the districts of Cuttack, Puri, Sambalpur, Ganjam and Koraput during the year 1938-39 and the number of such shops proposed to be abolished during the current year comes to 25.

Government have decided not to allow any new excise shops to be opened in the province in future and also that no excise shops should be located in prominent places. The practice of selling liquor to those wishing to carry it home has also been discontinued. Tree-foot booths have been stopped. Sale of excisable articles after sun-set was discouraged and banned. Excise shops were ordered to be closed during certain days of festivals in the district of Cuttack for the present. A communique has been issued to the effect that sweet toddy can be tapped without licence for preparing jaggery as a village industry.

A Bill has already been drafted and it is proposed to introduce it in the September Session of the Assembly.

OGP (Home) 29—2,000+100—31-8-1939.